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# A meta analysis of lessons learned and good practices arising from nine Decent Work Country Programme evaluations

EVALUATION  
UNIT



**Meta analysis of lessons learned and good practices arising  
from nine Decent Work Country Programme evaluations**

**International Labour Organization**

**September 2011**

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## **PREFACE**

This report was prepared by John Martin, independent evaluation consultant from the Center for Development & Research in Evaluation (CeDRE) International, with support from Arunaselam Rasappan and additional resources persons, Thomas Koshy and M. Mahalingam; under the guidance of Guy Thijs, Director of ILO's Evaluation Unit.

The report has benefited from input from many inside the ILO. The authors express appreciation to the officials of the ILO who provided insightful comments on the draft of their report.

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## **ABBREVIATIONS**

<b>ADB</b>	Asian Development Bank
<b>AIDS</b>	Acquired Immune Deficiency Syndrome
<b>BAPPENAS</b>	National Development Planning Board (Indonesia)
<b>CAE</b>	Country Assistance Evaluation (World Bank)
<b>CAS</b>	Country Assistance Strategy (World Bank)
<b>CPR</b>	Country Programme Review
<b>DCP</b>	Development Cooperation Projects
<b>DWCP</b>	Decent Work Country Programme
<b>HIV</b>	Human Immunodeficiency Virus
<b>IEG</b>	Independent Evaluation Group (World Bank)
<b>IFAD</b>	International Fund for Agricultural Development
<b>ILO</b>	International Labour Organization
<b>ILO EVAL</b>	ILO Evaluation Unit
<b>IPEC</b>	International Programme on the Elimination of Child Labour
<b>MKUKUTA</b>	Tanzania Poverty Reduction Strategies (in Swahili)
<b>MKUZA</b>	Zanzibar Poverty Reduction Strategy (in Swahili)
<b>NELP</b>	National Employment and Labour Market Policy (Zambia)
<b>NGO</b>	Non Government Organization
<b>OECD/DAC</b>	Organization for Economic Cooperation and Development/Development Assistance Committee
<b>PNTD</b>	Argentina's National Decent Work Plan
<b>RBSA</b>	Regular Budget Supplementary Account
<b>RPJM</b>	Indonesian Government Medium Term Development Plan
<b>TCP</b>	Technical Cooperation Projects



<b>TOR</b>	Terms of Reference
<b>UN</b>	United Nations
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UNDP</b>	United Nations Development Programme
<b>UNEG</b>	United Nations Evaluation Group
<b>WB</b>	World Bank

## **EXECUTIVE SUMMARY**

### **Rationale for study**

In 2006, the ILO began evaluating the performance of its Decent Work Country Programmes (DWCPs). Between 2006 and 2009, six such evaluations were undertaken and evaluation reports published - covering Argentina, Indonesia, Jordan, Philippines, Ukraine and Zambia. The ILO commissioned this meta-analysis in order to derive lessons learned and identify good practices arising from these evaluations. In 2011, the ILO sought to update the meta-analysis with the inclusion of three more DWCP evaluations undertaken for Honduras, Kyrgyzstan and Tanzania. As an additional objective, the author has taken the opportunity to derive some lessons learned from these evaluations that may facilitate the conduct of future DWCP evaluations.

Detailed findings in relation to lessons learned about the evaluation of these nine DWCPs are set out in Chapter 4. Lessons learned regarding programme and policy formulation are set out in Chapter 5. Good practices identified are set out in Chapter 6. The conclusions, recommendations and next steps are covered in Chapter 7. Key findings are set out below.

### **Findings in regard to lessons learned**

The meta-analysis did not find many specific lessons nor guidance regarding Decent Work policies and programmes that have proven to be effective in achieving their outcomes. This is largely due to a lack of performance information on such outcomes being yet available for the DWCP evaluators to make such assessments for these evaluations. However, it did reaffirm that the strategy of pursuing a Decent Work Country Programme, as opposed to a set of individual projects, was sound.

#### *Decent Work evolution from projects to programmes*

The meta-analysis found that the *relevance* and *coherence* of the DWCPs were improving, though progress varied between countries. The introduction of a country programme approach is of relatively recent origin. Thus, it has been a considerable and ongoing adjustment process to develop a more focused and coherent Decent Work programme targeting the needs of the country concerned which is owned by the constituents.

For most countries, the adjustment process initially involved reformulating a set of individual interventions, often funded individually by different donors, into a more focused programme based on agreed Decent Work outcomes. For those countries that had already been using a country programme approach before it was formally required, such as the Philippines, or were starting from a clean slate, as in Argentina, the adoption of a country programme approach was somewhat conceptually smoother. However, it still remained challenging to develop a

coherent programme. This is evident in case studies Philippines, Argentina Tanzania<sup>1</sup> that cover evaluations for the whole of the 2006 to 2010 assessment period.

At the time the DWCP evaluations took place, this transition process was still underway. For some countries, the DWCP framework was well advanced, demonstrating good practice in the preparation of the DWCP. Examples are the DWCP outcomes framework, the engagement with the tripartite constituents, and efforts made to institutionalize the Decent Work Agenda into the country institutions.

*Organizational and institutional arrangements for DWCPs lag behind the progress in developing the conceptual frameworks for the country programme frameworks*

While the conceptual shift to a DWCP approach was progressing, it generally moved ahead of the organizational and institutional arrangements needed to support its implementation and the achievement of its objectives. Changes needed to support the DWCP approach included: strengthening and broadening tripartite arrangements; aligning the DWCP with national development objectives; restructuring ILO offices to support the DWCP approach; and continuing to gain donors' agreement to providing Decent Work funding on a programme basis, such as through the Regular Budget Supplementary Account (RBSA), rather than by funding individual projects<sup>2</sup>. The situation and progress in institutionalizing arrangements were different for each country. The DWCP evaluation for Zambia, for example, demonstrated that considerable efforts were underway around the time of the evaluation to address these institutional issues<sup>3</sup>.

*External factors and crises create opportunities for the ILO in countries affected, but can divert attention away from key aspects of the Decent Work Agenda*

During the period under evaluation, the DWCP performance in some countries was severely affected by natural calamities and economic crises - notably the financial crisis in Argentina and the earthquake and tsunami in Indonesia. In both countries, the ILO was ideally situated by its mandate and working relationships with government to play a key role in formulating policies and managing interventions to overcome these crises (such as reducing unemployment and poverty in Argentina and managing reconstruction work in Aceh, Indonesia). As a result, the ILO achieved wide acclamation from domestic constituents and the international community for its role in responding to these crises and became a preferred

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<sup>1</sup> See Annex 4

<sup>2</sup> Information set out in "Financing Decent Work: Contributions to the ILO 2008-09", ILO, 2010 demonstrates that the ILO has been active in this direction which is evident in the later DWCP evaluations such as that of Tanzania.

<sup>3</sup> See Chapter 6.

channel for increased development assistance funding. In addition, the ILO learned some valuable lessons from the Argentine experience for the future handling of financial crises.<sup>4</sup>

A difficult challenge, as well portrayed in the DWCP evaluation for Indonesia, was how the country office could undertake opportunities to resolve crises without being diverted from other key aspects of the Decent Work Agenda. The evaluators found that the ILO country office in Jakarta was highly regarded for its achievements in the reconstruction effort, including successful management of a large, diverse technical cooperation portfolio. However, the evaluators expressed concern over whether sufficient attention and resources were being allocated to Decent Work issues for which it is more difficult to mobilize resources such as social dialogue<sup>5</sup>, including labour market flexibility and job security and practices.

### *Monitoring and evaluation (M&E) frameworks for DWCPs need development and implementation*

The DWCP evaluations all encountered difficulties regarding the lack of performance information available to assess the overall achievements of the DWCPs. It is a challenging task to move beyond assessing the achievements of individual projects to assessing the achievements in terms of DWCP outcomes. To be able to do so, the DWCP evaluation framework needs to be thought through when the DWCP is being designed.

### *The M&E frameworks need to be institutionalized within the country structures*

The institutional arrangements for the DWCP and for the accompanying M&E frameworks require further development in order to provide necessary performance information. Such institutionalization is required at the tripartite level where members wish to be engaged in the design and performance assessment processes of the DWCPs. Institutionalization would ensure their advice is acted upon. It is also required at the public sector level amongst those agencies whose mandate is to oversee Decent Work issues. The evaluations demonstrated that in some countries, such as Indonesia, much effort had been placed in capacity building and in the development of information management systems to assist the monitoring and evaluation of Decent Work initiatives by such agencies.

## **Findings in regard to good practice**

Given the status of the DWCPs, the evaluations generally provided little information on the achievement of DWCP outcomes. Some information relevant to the achievement of DWCP

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<sup>4</sup> As reported by Maletta (2009) and summarized in Annex 4.

<sup>5</sup> “Social dialogue is defined by the ILO to include all types of negotiation, consultation or simply exchange of information between, or among, representatives of governments, employers and workers, on issues of common interest relating to economic and social policy. It can exist as a tripartite process, with the government as an official party to the dialogue or it may consist of bipartite relations only between labour and management (or workers’ and employers’ organizations), with or without indirect government involvement.” (ILO Website: [www.ilo.org](http://www.ilo.org)).

outcomes was provided in individual country evaluation reports. Annex 4 demonstrates a range of such findings for Philippines, Argentina and Tanzania over the 2006-10 DWCP evaluation period. For example, the evaluation of the Indonesian Decent Work programme found that the ILO Country Office for Indonesia was influential in providing policy advice, demonstrated by such advice being incorporated into the planning, policies and draft legislation of various organizations. The ILO Country Office for Indonesia was also found to have raised the visibility of the concept of decent work, accelerated the ratification of core labour conventions, provided excellent training and training materials, and helped develop the capacity of various tripartite organizations.

Such findings have some general implications for future programming. These findings, along with those from other DWCP evaluations, indicate that the ILO has been achieving good outcomes in at least four key areas:

- in the ILO's provision of professional advice to client countries - resulting in improved decent work policies and legislation;
- in capacity building, notably of the tripartite constituents;
- in raising awareness of Decent Work issues and;
- in institutionalizing Decent Work processes.

In relation to broader lessons learned, the ILO's experience in helping to overcome the 2002 Argentine financial crisis has recently been analyzed and the lessons learned for the ILO set out by Maletta (2009). The main conclusions of Maletta's study, summarized in Annex 4, are consistent with the results found here in relation to Decent Work, particularly the following:

- from the outset, adopt a tripartite approach and reach consensus on main actions through social dialogue;
- put decent work on the national policy reform agenda;
- develop flexible and close working relationships between the government and the ILO to enable a comprehensive response to the crisis; and
- build capacity and preparedness to face possible future crises.

In relation to the development and implementation of DWCPs, the DWCP evaluation for Indonesia provided the following examples of emerging good practice:

- the incorporation of the concept of "concentric rings of partnerships" consisting of an inner circle (partnerships with tripartite constituents - government, worker and employer representatives), a middle circle (partnerships with central agencies, like the Indonesian national development planning board) and an outer circle (partnerships with other government agencies, quasi-government agencies, NGOs, donors, multilaterals and other UN agencies). The Indonesia DWCP evaluation also identified the need for the ILO to change its partnership arrangements in Indonesia to ensure they specifically included provincial and local government level partners given the decentralized government arrangements now prevailing in Indonesia;

- the conduct of evaluability assessments on the DWCP documentation – examining objectives, indicators, baselines, milestones, risks and monitoring and evaluation;<sup>6</sup>
- the use of logic maps which visually link the objectives of the major technical cooperation projects being implemented with the desired outcomes of the Decent Work Country Programme to identify gaps and ensure coherence; and
- the use of four different methods to gather evidence to assess DWCP results: these were the perceptions of ILO management and staff; the perceptions of informed observers of the ILO Country Office in Indonesia’s efforts during the years under evaluation; the findings of mid-term and final evaluations of relevant Technical Cooperation Projects conducted by the ILO Country Office in Indonesia and progress made on the official indicators and targets established in the DWCP.

In relation to the incorporation of the budget within the procedures and processes of government, there were varying degrees of progress and success. In Tanzania, Government leadership in overseeing aid management was evident in the creation of the Joint Assistance Strategy for Tanzania (JAST) and by efforts to strengthen Government core processes for planning, budgeting and monitoring. The long-term goal was to embed the donor-specific process into the national process in order to enhance mutual accountability and domestic accountability.

### **Dynamism, flexibility and dealing with upheavals**

Major disruptions occurred in the economies of countries evaluated during the 2001-2010 decade in which the nine DWCPs were evaluated. In particular, Argentina faced an economic crisis; Indonesia faced a major earthquake and tsunami; and Honduras faced intensive political upheaval. All countries were affected by the financial crisis occurring in the later part of the decade. These disruptions had implications for the evaluative processes, both the logical framework/results framework and related M&E frameworks. Such frameworks were generally found to be inadequate to effectively evaluate the DWCPs.

When countries encounter disruptions, even if sound logical framework/results frameworks help generate desirable performance information, they cannot be static given the changing environment. This implies that the logical framework/results frameworks must be dynamic as well as sound. When addressing Decent Work challenges, they should be periodically reviewed to ensure they adequately reflect the needs and priorities of the countries concerned. In order to capture the consequences of this dynamism and disruption, more regular assessment mechanisms are needed to complement the ex-post evaluation effort. ILO began conducting Country Program Reviews (CPR) in 2008. In the light of this report’s findings, it is recommended that increased attention be given to CPRs with a view ensuring relevant lessons learnt from this meta-analysis are taken on board - such as constituent engagement, changes to relevance and coherence, efficiency, effectiveness and potential sustainability.

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<sup>6</sup> For another good example of the approach and usefulness of evaluability assessments, see the Tanzania DWCP evaluation, referred to in Annex 4.

## **Risk mitigation strategies**

The challenges faced in some countries, such as Honduras, present considerable risks in the achievement of DWCP objectives. The Honduras DWCP evaluation called for a risk mitigation strategy to be included in the DWCP, particularly in relation to political and economic risks.

## **The Way Forward**

The findings of this meta-analysis need to be confirmed by sharing them with key constituents in the countries concerned and with other key stakeholders. This would provide a firmer and more fruitful base for the conclusions, recommendations, lessons learned and good practices. Sharing such lessons and good practices with ILO's constituents offers an attractive series of next steps to improve DWCP performance.







# 1 INTRODUCTION

## 1.1 Objectives

The objectives of this meta-analysis are:

- to derive lessons learned and good practices from the completed programme evaluations of the International Labour Organization's (ILO's) Decent Work Country Programmes (DWCPs) in order to improve future ILO programming;
- to analyze these lessons in order to identify categories, trends and patterns; and
- to explain the meta-analysis process undertaken and the results of the research.

In addition, the author has taken the opportunity from this analysis to derive some possible lessons for the conduct of future DWCP evaluations in order to contribute to enhancing DWCP evaluation practice.

The DWCP evaluations are independent evaluations undertaken by the ILO's Evaluation Unit as a means to systematically review progress and approaches being taken in selected countries in regard to implementation of the Decent Work Agenda. The purpose of such evaluations is to assess the relevance of the ILO's country-level work for its national constituents and consider the strategic alignment of the ILO's work with the activities and priorities of the UN and other partners. They also aim to assess the coherence, effectiveness and efficiency of approaches taken and their likelihood to produce long-term sustainable development results at the country level.

In seeking to draw lessons from its evaluation work, the ILO Evaluation Unit has set itself the following objectives (Evaluation Guidance, ILO Evaluation Unit, 2009):

- to ascertain whether the evaluations of projects or programmes achieve their primary purpose of being useful;
- to highlight strengths and weaknesses observed at the end of the project or at the end of each phase of the project cycle;
- to contribute to facilitating the learning and sharing of (innovative) responses to potential challenges and to improving the quality of delivery;
- to allow practitioners to learn from previous experience and avoid "reinventing the wheel";
- to help stakeholders to better understand the design, monitoring and evaluation of a given project, and to identify where collaboration and coordination need to be strengthened. These stakeholders include both external clients such as national constituents, projects partners and donors and internal clients such as project management teams, responsible ILO field offices, field technical specialists and the ILO technical unit at headquarters backstopping the project; and

- to provide funders and decision-makers with relevant information so as to help them avoid common mistakes and promote a more enabling environment.

The key consideration when formulating lessons learned is their usefulness. When they are applied, they should impact significantly on programme or project performance.

## 1.2 Scope & Coverage of Meta-analysis

Of the nine DWCP evaluations undertaken by the ILO Evaluation Unit for the meta-analysis, all reports, except Honduras, were completed and available on the ILO website<sup>7</sup>. The nine ex-post evaluations covered discrete periods between 2000 and 2010 as indicated in Table 1. The time periods were chosen by the ILO to ensure they were long enough in duration to cover at least two biennial work plan periods. A dilemma encountered by the DWCP evaluators was that as the DWCP concept was of relatively recent origin, the DWCPs were continuously evolving at the time of the evaluations. This presented a challenge to evaluate the performance of the country programme over the period in question against a DWCP framework that was still evolving at the time of the evaluation.

The size and scope of the DWCP varied considerably between countries. An indicative figure for the overall size of the DWCP in each country evaluated, derived from the respective evaluation reports, is therefore included in Table 1.

**Table 1. DWCPs evaluated: period covered, indicative programme size and year of evaluation**

Country	Period covered	Indicative programme size over the period (US\$m)	Year evaluation was undertaken
Argentina	2001-06	15.0	2007
Honduras	2002-09	20.7	2009
Indonesia	2006-09	71.3	2009
Jordan	2002-07	5.5	2008
Kyrgyzstan	2006-09	4.9	2009
Philippines	2000-05	10.0	2006
Tanzania	2004-10	17.8	2010
Ukraine	2000-06	Na	2007
Zambia	2001-07	28.0	2008

<sup>7</sup> Due to political uncertainties prevailing in the second half of 2009, the Honduras DWCP evaluation was unable to discuss findings with national constituents.

While the overall scope of the Decent Work Agenda is relatively well defined (see Chapter 4), the size and the composition of the individual projects and other initiatives, such as policy dialogue and capacity building, is unique to each country's DWCP, and is typically complex. Each country's DWCP size and composition was determined by a range of factors. These include: the historical development of ILO's engagement with the country, particularly with the tripartite institutions (compromizing government, workers' and employers' organizations); the incidence of calamities (such as financial and economic crises, earthquakes and tsunamis); the relative importance of Decent Work Agenda issues (such as protection of worker rights in the formal and informal economies); the partnership arrangements with funding agencies; and other issues impacting on the work place, such as HIV/AIDS.

At one end of the scale, the Indonesian DWCP is by far the largest in terms of the role played by the ILO, its profile (including having its own media unit), the number and value of projects implemented, the level and expertise of ILO-managed staff, and the number of project funding agencies with which the ILO in Indonesia has partnership arrangements. At the other end of the scale, the DWCP for Jordan is small and of low profile, with the ILO having no permanent in-country presence in Jordan.

Hence, while the scope of this exercise is to derive lessons learned from all the countries examined, the relevance of the lessons varies according to the individual country concerned. In particular, the understanding and adoption of Decent Work Country Programme concepts varies between countries, and in many cases is still in its infancy. Many countries are in a transition stage where the DWCP is based on seeking coherence and relevance for a set of unrelated historical projects being undertaken. Others have started from a Decent Work Programme concept, then struggled to ensure approved projects remained compatible with the concept and not diverted by external factors.

In Chapter 4, the main priorities and intended outcomes of each DWCP at the time of the country evaluations are summarized and analyzed.

### **1.3 Organization of this Report**

The main body of the report is organized around seven chapters. Chapter 1 covers the objectives, scope and content for the meta-analysis undertaken; the categorization of lessons learned and good practice; constraints and challenges; and team membership. Chapter 2 presents the rationale and background to the study, its objectives and expected outcomes, the team members who undertook the study and the challenges and limitations. In Chapter 3, the strategies, approach and methodology are addressed, together with the references and documentation. The findings related to lessons learned about the evaluation process and the analysis of each country's DWCP priorities are addressed in Chapter 4. The main findings regarding lessons learned for the formulation and enhancement of Decent Work Country Programmes and Policies are presented in Chapter 5. The good practices identified in the study are presented in Chapter 6. The conclusions, recommendations and next steps of the

study are presented in Chapter 7. The final section contains the annexes, including Terms of Reference (TOR), the analysis undertaken of each of the DWCP evaluations, selected case studies, other approaches undertaken for the evaluation of country programmes, and references.

## **1.4 Lessons Learned and Good Practices**

Lessons learned and good practices identified in this study relate to (a) technical aspects of the evaluations and (b) improving Decent Work Country Programmes and Policies. The scope of these two areas covered is set out below.

### **Technical Aspects of Evaluations**

- formulation and structuring of evaluations
  - the country context
  - TOR
- design and process issues in the evaluation of the DWCPs
- evaluation issues – relevance, coherence, efficiency, effectiveness, cost-effectiveness, impact, sustainability and gender
- evaluation types: ex-post independent evaluations vs. collaborative periodic reviews
- results-based management
- logic models and logic diagrams
- results information
- consultation processes with stakeholders, particularly tripartite-related issues
- circle of influence regarding engagement with stakeholders
- linkages with partner institutions
- time for the evaluation team to carry out evaluations
- time frame covered by the DWCP evaluations
- resources and costs
- funding of the evaluations
- country programme evaluation M&E Framework/Results frameworks
- desk reviews and consolidating information
- structuring of interviews
- review of draft reports and their circulation to stakeholders
- compliance with evaluation standards
- accord with DAC development effectiveness principles (particularly ownership, alignment and harmonization) and
- guidance for capturing and using evaluation lessons learned

### **Improvement of Decent Work Country Programmes and Policies**

- engagement with tripartite partners
- policy dialogue
- capacity building

- institutionalization
- ILO Profile and use of media
- the role of projects and project management by the ILO and
- policy and approach to ILO evaluations.

## 1.5 Team Members

The meta-analysis was undertaken by John Martin, Senior Associate, CEDRE International and Director of Development Initiatives Ltd, Canberra, Australia, with support from Dr. Arunaselam Rasappan, Senior Advisor, CEDRE International. Consultations were also held with other experts (Thomas Koshy and M. Mahalingam) to receive feedback on wider policy issues based on their experiences with other donor-funded projects and international experience.

## 1.6 Constraints & Challenges

The constraints and challenges set out below partly relate to the constraints and challenges in undertaking this meta-analysis but also partly relate to those encountered by the DWCP evaluators. Both sets of challenges impacted on the ability to derive lessons learned and good practices and the nature of these lessons.

### **Meta-analysis is primarily a desk study**

This meta-analysis is essentially a desk study that is based on the published DWCP evaluation reports, as well as guidance material and various research information acquired from personal experience and the internet. Its preparation did not involve any consultation and data collection processes with the key stakeholders involved, particularly with the evaluators and ILO staff. Hence, the findings will need to be confirmed and refined by consulting with key stakeholders involved. However, some confidence can be placed in the findings of this meta-analysis to the extent that it also reflects various research undertaken on the experiences of other international institutions, such as the World Bank (WB), Asian Development Bank (ADB), the United Nations Development Programme (UNDP) and the International Fund for Agricultural Development (IFAD). For instance, this meta-analysis makes use of guidance prepared by the World Bank and IFAD regarding their approaches to country programme evaluations. It also incorporates the experience and findings of the author in relation to enhancing the on-ground effectiveness of aid interventions co-financed with multilateral organizations (see Martin 2006). The author presented the findings of the study at an informal session of 40 ILO staff in Geneva on 15 August 2011. The presentation was well-received and generated very useful discussion on the findings of the meta-analysis.

### **Evolving nature of DWCP processes made it difficult to evaluate performance over the fixed time frames covered by the evaluations**

While the DWCP evaluations were undertaken on an ex-post basis to cover fixed time periods (namely, at least two biennial work plan periods preceding the evaluations) as set out in Table 1, the design and content of each country's Decent Work Country Programme were under continuous development at the time of the evaluations. This presented a problem for the evaluators as the DWCPs themselves were in various stages of preparation and implementation and continuously evolving.

### **Lessons learned had limited coverage in the TOR for the DWCP evaluations**

In terms of identifying and consolidating lessons learned for this meta-analysis, it was useful to know how lessons learned were covered in the various DWCP evaluations and their accompanying TOR. Not all the DWCP evaluations' TOR called for lessons learned to be identified and the evaluation reports themselves were variable in their treatment of lessons learned.

### **Little hard evidence on DWCP outcomes**

As the evaluated DWCPs were at various stages of their development and implementation, the evaluators found little hard evidence on the effectiveness and impact of these DWCPs and the outcomes of the various initiatives making up the DWCP. Lessons learned, such as that for Zambia, often related to the development of the DWCPs, including institutional issues, rather than the performance of the existing DWCP. In some cases, survey work undertaken in the field provided qualitative evidence that the DWCP effort had made worthwhile contributions in such areas as policy advice, legislation and capacity building.

## 2PROJECT BACKGROUND

### 2.1 The Decent Work Concept from the ILO's Perspective

The concept of decent work has strong origins and is at the heart of the ILO's reason for existence and way of doing business. The following material is sourced primarily from the ILO website at [www.ilo.org](http://www.ilo.org).

The ILO is the only tripartite United Nations agency in that it brings together representatives of governments, employers and workers to jointly shape policies and programmes. This unique arrangement is considered to give the ILO an edge in incorporating real world knowledge about employment and work. As decent work particularly reflects the concerns of governments, workers and employers, the ILO therefore has a unique tripartite identity.

As enunciated by Juan Somavia, ILO's Director-General,

*“The primary goal of the ILO today is to promote opportunities for women and men to obtain decent and productive work, in conditions of freedom, equity, security and human dignity.”*

The term decent work endeavours to sum up the aspirations of people in their working lives. For ILO, such aspirations for people cover four dimensions:

- their aspirations for opportunity and income;
- their rights, voice and recognition;
- their family stability and personal development; and
- the achievement of fairness and gender equality.

Ultimately, these four dimensions of decent work are considered to underpin peace in communities and society generally.

Decent work can be reflected in four strategic objectives:

- fundamental principles and rights at work and international labour standards;
- employment and income opportunities;
- social protection and social security; and
- social dialogue and tripartism.

These objectives are considered to hold for all workers, women and men, in both formal and informal economies; in wage employment or working on their own account; in the fields, factories and offices; in their home or in the community.

Decent work is central to efforts to reduce poverty, and is a means for achieving equitable, inclusive and sustainable development. The ILO works to develop decent work-oriented approaches to economic and social policy in partnership with the principal institutions and



actors of the multilateral system and the global economy. In countries such as Tanzania, with high levels of poverty, the Decent Work Agenda is central to efforts needed to reduce poverty.

Progress requires action at the global level. The ILO is developing an agenda for the community of work, represented by its tripartite constituents, to mobilize their considerable resources to create those opportunities and to help reduce and eradicate poverty. The Decent Work Agenda offers a basis for a more just and stable framework for global development.

The ILO provides support through integrated Decent Work Country Programmes (DWCPs) developed in coordination with ILO constituents. DWCPs define the priorities and targets within national development frameworks and aim to tackle major decent work deficiencies through efficient programmes that embrace each of the strategic objectives.

Details of the specific priorities and objectives of the DWCPs at the time they were evaluated are set out and analyzed in Chapter 4 of this report.

The country programme evaluations that the Independent Evaluation Unit (IEU) undertakes are a means to systematically review progress and approaches being taken in selected countries. Their purpose is to assess the relevance of ILO's country-level work for its national constituents and consider the strategic alignment of ILO's work with the activities and priorities of UN and other partners. They further assess the coherence, effectiveness and efficiency of approaches taken and their likelihood to produce long-term sustainable development results at country level.

## **2.2 Rationale/Problem Statement**

The ILO has undertaken independent evaluations of nine of its Decent Work Country Programmes (DWCPs) between 2006 and 2010. The evaluation reports, which are available on the ILO website under the evaluation area, cover Argentina, Indonesia, Jordan, Kyrgyzstan, Philippines, Tanzania, Ukraine and Zambia. One DWCP evaluation, for Honduras, was not formally finalized because of political conditions prevailing in the country during the course of the evaluation.

While these DWCP evaluations individually paid some attention to lessons learned, the Independent Evaluation Unit of the ILO (EVAL) considered that the evaluation reports contained valuable lessons that could be used to improve future ILO programming.

In some countries, the country strategy was still evolving over the period for which the evaluations took place. For others, such as Argentina, the ILO's adoption of country programme strategies, as opposed to individual projects, posed special challenges in terms of the coverage, scope, processes and expected outcomes. More particularly, evaluating such country programmes posed even greater challenges, particularly in regards to gaining the performance information needed to assess the relevance, coherence, efficiency, effectiveness

and sustainability of these country programmes. In Tanzania, a valuable evaluability exercise was undertaken of the DWCP in 2009 prior to the 2010 DWCP evaluation.

The focus of this exercise was therefore to undertake a meta-analysis of these evaluation reports in order to extract lessons and good practices for future DWCPs.

### **2.3 Project Objectives & Expected Outcomes**

The original project objectives, as reflected in the attached TOR (Annex 1.1), were to:

- receive the guidelines prepared by EVAL for extracting lessons learned from project evaluation reports and modify them for use with DWCP;
- download the DWCP evaluation reports for six of these countries (Argentina, Indonesia, Jordan, Philippines, Ukraine and Zambia);
- conduct a meta-analysis of the evaluation reports in order to extract lessons learned and good practice;
- afterwards, conduct an analysis of these lessons in order to identify categories, trends and patterns;
- write a report explaining the meta-analysis process and describing the results of the research; and
- prepare additional communication products as necessary to report the results of the research.

A subsequent additional Terms of Reference (Annex 1.2) was provided in mid 2011 to extend the study to include three more recent DWCP evaluations, that of Honduras, Kyrgyzstan and Tanzania, which were undertaken in 2009 and 2010.

## **3 STRATEGIES, APPROACH AND METHODOLOGY**

### **3.1 Study Overview**

The primary purposes of the study are therefore:

- to derive lessons learned and good practices from the nine DWCP evaluations in order to improve future ILO programming;
- to analyze these lessons in order to identify categories, trends and patterns;
- to explain the meta-analysis process undertaken and the results of the research.

As issues emerged which related to the design, conduct and outcomes of these evaluations, it was decided to also include possible lessons learned for the conduct of the evaluations themselves in order to contribute to the development of DWCP evaluation practices.

### **3.2 Technical Approach & Methodology**

The approach and methodology are presented below.

In the first phase, the designated country evaluation reports covered in this meta-analysis were downloaded from the ILO website.

The evaluation methodology initially involved a systematic examination of each of the TOR for the country programme evaluations to determine their similarities and differences. The examination also examined what emphasis was given to each of the evaluations (as reflected in the TOR) and any provision made for addressing lessons learned (see Annex 3). Such an examination identified that in later evaluations, increased emphasis was given to core evaluation criteria of relevance, coherence, efficiency, effectiveness and sustainability to evaluability and to putting in place a process of engaging stakeholders in considering the draft report.

Some analysis was also undertaken of the extent to which the DWCP evaluation reports conformed to their TOR. The main focus of the analysis, however, was directed towards deriving lessons learned and good practices for enhancing future DWCP programming and, to a lesser extent, on lessons learned about the evaluation process.

The ILO Evaluation Guidance for Capturing and Using Lessons Learned was reviewed. It was found that the focus of this guidance on lessons learned was more suited to specific projects or relatively simple programmes than to the broader, complex country programmes considered here. In addition, the development of the DWCPs was still in its infancy. Hence, the lessons learned would more relate to the state of play for DWCPs thus covering issues such as:

- developing a coherent DWCP;

- developing appropriate programme resourcing arrangements;
- putting in place a results-based management framework which would enable the DWCP to be evaluated; and
- institutionalizing the DWCP and the results-based management framework.

In other words, it was found that at this stage, there were more lessons to be learned about the design of DWCPs and the institutional arrangements than about the effectiveness of the DWCPs, although some evaluations did include performance information on particular interventions making up the DWCP.

The guidance also referred to the concept of single loop learning (“doing things right”) and a more reflective double loop learning (“doing the right thing”). To the extent that the country programme evaluations had difficulty evaluating the efficiency, effectiveness and sustainability of the DWCPs, the single loop and double loop concepts were difficult to apply.

Using a special matrix developed for analyzing the TORs for the DWCP evaluations, analysis was undertaken of the direct and implicit lessons learned from each of the DWCP evaluations as they relate to the design of future DWCPs. The lessons to be learned for future evaluations were also collected. In some instances, such as for Argentina, this included analysis of evaluation information drawn from sources other than the DWCP evaluation reports.

Each of the DWCP evaluation reports was assessed for the particular themes and issues arising from the evaluation undertaken. It was found that they were each unique in terms of:

- the country environment within which the Decent Work Agenda was being developed;
- the challenges encountered by the country (including financial crises, earthquakes and tsunamis and HIV/AIDS);
- the status of the tripartite arrangements between government, workers’ and employers’ organizations; and
- the degree of engagement with bilateral and multilateral partners who funded most of the development cooperation projects (DCPs) with which ILO was engaged.

To broaden the analysis and conclusions, further research was undertaken on comparative approaches to country programme evaluations, such as the World Bank’s approach to evaluation of country assistance strategies (see Annex 5) and the approaches adopted by other organizations in the UN family, notably the International Fund for Agricultural Development (IFAD). In addition, an analysis was undertaken of the findings of a recent ILO study on lessons learned in relation to ILO’s role in addressing the 2002 crisis in Argentina (Maletta, 2009). The lessons put forward by Maletta are consistent with the analysis undertaken in this meta-analysis (see Annex 4), particularly in relation to the uniqueness of each country’s experience in providing the necessary environment for institutionalizing the Decent Work Agenda.

In the second phase, analysis was undertaken of the three additional DWCP evaluation reports (Honduras, Kyrgyzstan and Tanzania) not included in the initial phase of the meta-analysis.

### **3.3 References and Documentation**

The primary documents assessed were the nine country programme evaluation reports. These, along with other references, such as the guidance provided by ILO in relation to assessment of lessons learned, and other reference materials, are listed in the annexes.

## **4 FINDINGS, LESSONS LEARNED AND RECOMMENDATIONS FOR DWCP EVALUATIONS**

This chapter presents the findings and lessons learned in relation to the coverage and content of the DWCPs and the design and conduct of the DWCP evaluations.

### **4.1 The Analysis of the Country Environment and the Decent Work Agenda**

The environment within which each Decent Work programmes operated varied considerably between countries, as did the focus of their programmes and the incidence of external shocks. Therefore, the way in which the four strategic objectives of the Decent Work Agenda set out in Chapter 2, were addressed varied between countries.

For instance, the particular economic crisis facing Argentina in 2001 and beyond resulted in a massive response by the Argentine community and by the international community. The ILO was very well placed to play a key role in response to this crisis, resulting in the institutionalization of the Decent Work Agenda into the policies and institutions of Argentina, right into the secondary school curriculum.

In other countries, issues such as informal work (Zambia), migrant workers (Jordan) and HIV-AIDS in the work place (Zambia) became priorities. For Jordan, where there was no full time ILO presence in-country, issues such as the protection of foreign workers were of high priority, but faced an uphill battle in being widely adopted.

In Honduras and Kyrgyzstan, a major issue was the fact that both these countries were primarily treated as part of a subregion of countries, making the concept of a country program difficult to apply and manage, particularly in regard to the engagement and ownership by national constituents. In addition, Honduras was undergoing considerable political instability which disrupted the evaluation, particularly given the conflicts between employer and worker organizations. In Tanzania, with a high incidence of poverty, the key focal points were poverty reduction, removing child labour exploitation and reduction of HIV/AIDS.

The evaluation report for the Indonesian DWCP has an excellent summary of critical issues that shaped their Decent Work Agenda, including: the role of workers' organizations, the financial crisis, devolution of government, the Aceh earthquake/tsunami and the evolution of democracy. The skills, credibility and use of media by the ILO were also instrumental in creating an organization with a fine reputation, attracting major support from funding agencies to have projects implemented through the ILO. According to the DWCP evaluation, this has

become a double-edged sword, with some critical areas such as tripartite relations and social dialogue (which do not attract much external funding) appearing to be somewhat neglected.

Therefore, it is important to provide a more systematic analysis of each country's Decent Work priorities and desired outcomes.

## 4.2 Analysis of the Priorities and Outcomes of the Evaluated DWCPs

The priorities and desired outcomes for the DWCPs of each of the nine countries were documented and assessed. The basic information on each country's priorities and desired outcomes at the time of the evaluation was extracted from the individual DWCP evaluation reports and presented in Annex 2. Table 2 provides a summary perspective on these perceived orientations. The countries are presented in chronological order according to when the DWCP evaluations took place.

It is useful to compare the priorities and outcomes of each of these DWCPs at the time they were evaluated. It is clear that, at the time of its DWCP evaluation, each country had a different orientation and implementation status for its DWCP specific to their individual situation.

- **Philippines**, the first country evaluated, was drafting a new DWCP for the period 2006-09 when their evaluation took place in 2006. Their priorities were, firstly, to develop local approaches for employment promotion and, secondly, to improve social protection and labour market governance. The former was to be achieved by strengthening local institutions and developing local development strategies in conflict-affected areas. The latter was to be achieved by strengthening the capacity of tripartite constituents to deliver better services through social dialogue, by preventing child labour exploitation, by improving social protection for specific groups (such as indigenous people, migrant and domestic workers and those in the informal economy) and by enabling overseas migrant workers to gain social security coverage.
- For the **Ukraine**, evaluated in 2007, the same three priorities have formed the basis of their Decent Work Agenda since 2000. These priorities were to strengthen the democratization process (through strengthening social partners and social dialogue), to increase employment and to align their Decent Work standards with those of the European Union.
- **Argentina**, also evaluated in 2007, had the same three Decent Work priorities in place for the whole of the period under evaluation (2001-06). These three priorities, set out in their 2005-07 DWCP, covered labour rights; employment and income; and social protection, tripartism and social dialogue. Their initial country programme was commenced in 2002 in response to the severe economic crisis. The ILO played a major role in addressing the crisis and in generating income and employment for the unemployed. At the time of the evaluation, Argentina was well on the road to recovery,

which changed the nature of some of the Decent Work issues needing to be addressed and the environment within which they operated.

- **Jordan**, with the smallest Decent Work programme and perhaps facing the most difficult challenges, was evaluated in 2008. The evaluation covered the period 2002-07 while its DWCP covered the period 2006-09. Its three priorities were to enhance employment opportunities, improve governance and social dialogue and enhance social protection. The employment strategies adopted involved enhancing the capacity of government and others to provide services specifically targeted to youth and women. It also involved developing small enterprises for job creation. The focus on improving governance and social dialogue was to build up the capacity for labour administration, to ensure employers' compliance with international labour standards and to establish a conducive environment for social dialogue. The focus on social protection was aimed at protecting vulnerable workers and eliminating child labour.
- The evaluation of the **Zambia** DWCP also took place in 2008, covering the period 2001-07. A new DWCP was finalized in late 2007 covering the period 2007-11. The DWCP had three priorities – providing decent employment for youth, women and people with disabilities (through policies, legislation and programmes and through enhanced self employment opportunities), responding to HIV/AIDs challenges in the workplace and eliminating child labour and trafficking.
- The **Indonesia** DWCP, the largest of the country programmes, was evaluated in 2009 and covered the period 2006-09. While its first official DWCP, prepared in 2005, covered the five-year period from 2006-2010, it previously prepared country programmes for 2002-03 and 2004-05. The earthquake and tsunami, which hit Aceh and neighbouring areas on December 26 2004, had a major impact on the size, composition and focus of the ILO's Indonesia Decent Work operations. The three main priorities of the latest DWCP were stopping exploitation at work (notably exploitation of child labour and migrant workers), creating employment and livelihoods (especially for the poor, those in crisis-affected areas such as Aceh and young people) and improving social dialogue for achieving economic growth and rights at work (by the application of labour laws and practices and by achieving labour market flexibility and job security through employer-union bipartite cooperation).
- The **Honduras** DWCP was evaluated in 2009 and covered four cycles of programmes and budgets over the period 2002-09. The first national program of Decent Work (PNTD) was prepared in August 2007, covering the period 2008-11. A high priority activity over the period was in regard to the elimination of child labour. The formulation of priorities for the DWCP was complex, given that Honduras was primarily considered in terms of the Central America sub region, with little on-ground ILO presence in country and consequent challenges in gaining engagement with, and ownership by, national constituents for formulation of a Decent Work strategy at country level. Political upheavals and their impact on employer and employee relations made consensus on agreement with DWCP principles and programme and consequent implementation difficult. The evaluation drew attention to the need to focus on economic growth and the importance of business development, particularly in regard to



the maquiladora (manufacturing plants that import and assemble duty-free components for export).

- The **Kyrgyzstan** DWCP was evaluated in 2009 covering the period 2006-09. Kyrgyzstan has been viewed in terms of the subregion of Eastern Europe and Central Asia whose office is based in Moscow. The size of the program was difficult to ascertain. The evaluation team estimated that Kyrgyzstan's share of the 28 sub-projects implemented under technical cooperation was US\$4.9m. The DWCP consisted of 16 technical cooperation projects being implemented at the time, of which half were new and half were ongoing. The domination by subregional projects meant that there was little engagement or ownership by national constituents, making the DWCP development and implementation challenging. The three priorities of the DWCP were employment creation, skills and employability for women and men; improving the national Occupational Safety and Health System and reducing decent work deficits in the informal economy. The DWCP encompasses an additional priority area, policy of the partners, within which one mid-term outcome is targeted. Policy of the partners is aimed at developing institutional mechanisms of the social partnership system through enhanced activity of the tripartite commissions and promotion of collective bargaining at all levels.
- The **Tanzanian** DWCP, covering 2004-10, was the most recently evaluated. The DWCP itself covered the period 2006-10. The three priorities were poverty reduction through the creation of decent work opportunities, reducing the incidence of child labour in its worst forms and mitigating the socio-economic impact of HIV/AIDS in the work place. The ILO Office for Tanzania was also the managing agent for the Delivering as One (DAO) pilot joint project on wealth creation, employment and economic development (JPI). There were also two cross-cutting priorities, namely strengthening the social dimensions of regional integration in East Africa and expanding the influence of the Ministry of Labour Employment and Youth Development.

Analysis of these priorities demonstrated that they largely addressed the four strategic objectives that Decent Work covers (which were set out in Section 2.1), namely:

- fundamental principles and rights at work and international labour standards
- employment and income opportunities;
- social protection and social security; and
- social dialogue and tripartism.

Table 2. DWCPs and their perceived orientations

Country	Orientation
<b>Philippines</b>	towards local participatory approaches to employment creation and enhancing opportunities in conflict affected areas; preventing exploitation of particular groups, including children, migrant and domestic workers, those in the informal economy and those overseas migrant workers who lack social security coverage
<b>Ukraine</b>	towards the themes of democratization and the alignment of their Decent Work standards with those of the European Union
<b>Argentina</b>	towards the implementation of the Decent Work Agenda following the calamity of the economic crisis. The agenda and commitment changed as economic recovery progressed, affecting key issues (particularly informal employment and income distribution), the commitment to social dialogue and the level of external resources expected to be available for the new DWCP, which would impact on future programming
<b>Jordan</b>	towards addressing the ILO Office for Jordan's low profile and capacity, the need to develop small enterprises for job creation and the need to protect workers - including by ensuring employer compliance with international standards, by protecting vulnerable workers and by eliminating child labour
<b>Zambia</b>	towards employment of youth, women and people with disabilities, the needs of the self employed, HIV/AIDS in the workplace, and elimination of child labour and trafficking
<b>Indonesia</b>	towards employment, income and enhancing reconstruction following the earthquake and tsunami in Aceh and surrounding areas and stopping exploitation at work
<b>Honduras</b>	towards the effective implementation and application of International Labour Standards (ILS) and the ratification of agreements of tripartite national importance, especially Convention No. 144 on Tripartite Consultation (International work); strengthening government , employers' organizations and workers' capacities for establishing and implementing the National Plan for Decent Employment Generation (PNGED); strengthening the Economic and Social Council (CES) and the employers' organization (OE) and workers' organization (OT) in the formulation and implementation of socio-political development
<b>Kyrgyzstan</b>	towards employment creation, skills and employability for women and men; towards improving the national Occupational Safety and Health System and towards improving the decent work deficit in the informal economy
<b>Tanzania</b>	towards reducing poverty by decent work for young men and women; towards reducing the incidence of child labour and towards mitigating the socio-economic impact of HIV/AIDS; managing agent for the pilot UN Delivering as One joint program on wealth creation, employment and economic development

An important lesson from this analysis is its demonstration that it is unlikely that one DWCP would apply to all countries. The particular orientation of the DWCP will vary according to the prevailing environment facing people and their perceptions and their needs regarding:

- their aspirations for opportunity and income;
- their rights, voice and recognition;
- their family stability and personal development; and
- the achievement of fairness and gender equality.

At the time when the evaluations took place, the DWCPs were at various stages of development and implementation. Table 3 sets out information for each country evaluated on the relationship between the time frame subject to the evaluation process and the time frame covered by the prevailing DWCP at the time of the evaluation.

Analysis of this table demonstrates that, at the time the DWCP evaluations took place, Philippines, Honduras and Zambia were at the early stages of implementation of their DWCPs, Jordan and Indonesia were in the latter stages of implementing their DWCPs and Argentina, Kyrgyzstan, Tanzania and Ukraine were in the last year of the implementation of their DWCPs. For Tanzania, the evaluation undertaken in 2010 covered the period 2004-10 while the DWCP itself covered 2006 to 2010. These dichotomies made it hard for evaluators to relate the performance of the Decent Work programmes in the years covered by the evaluations to the priorities and outcomes of the respective DWCPs.

**Table 3. DWCP evaluations by country: year evaluated, timeframe covered by the evaluation and timeframe covered by the prevailing DWCP**

Country	Year of evaluation was undertaken	Time frame covered by evaluation	Time frame covered by DWCP at time of evaluation
Philippines	2006	2000-05	2006-09
Argentina	2007	2001-06	2005-07
Ukraine	2007	2000-06	2006-07
Jordan	2008	2002-07	2006-09
Zambia	2008	2001-07	2007-11
Indonesia	2009	2006-09	2006-10
Honduras	2009	2002-09	2008-11
Kyrgyzstan	2009	2006-09	2006-09
Tanzania	2010	2004-10	2006-10

### 4.3 Analysis of the TOR for the Evaluations

The following analysis of the TOR for the DWCP evaluations is provided in order to enhance future evaluation practice:

- The TORs were quite extensive and typically went into detail on a large number of issues. While the evaluation reports seemed to address the main areas in the TOR, there were some areas with gaps in coverage. These included the performance criteria and questions matrix (see the analysis of the TOR for the first six evaluation set out in Annex 3) and consultation with beneficiaries (such consultation was mentioned in the Argentine and Tanzanian TOR).
- There was a reasonable amount of complexity, as well as some overlap, in the layout of the TOR and criteria for assessment. Two of the evaluations (Indonesia and Jordan) incorporated core evaluation criteria such as relevance, efficiency and effectiveness, in line with UNEG standards while the TOR for Tanzania covered relevance, coherence, efficiency, effectiveness and sustainability. The Kyrgyzstan TOR included relevance, coherence, effectiveness and efficiency (of organizational arrangements). The TOR could be tightened by making better use of UNEG evaluation criteria (see below) and their definitions.
- The TOR did evolve over time to incorporate some important processes – such as an assessment of the evaluability of the DWCPs (see the Tanzania DWCP evaluation for a well developed example) and a process of engagement with in-country constituents on the findings of the draft report.
- The approach and methodology used in the evaluations were generally very similar as they were based on a relatively standard set of TOR. The evaluations were broadly comparable in terms of coverage, but there was a great deal of variability in how they were covered, in part because there was significant variability in the size, focus and performance of programmes being covered.
- Evaluators reported that they could not easily address some important issues, particularly stakeholder consultations, because of the short time frame available for field work.
- Some TOR called for evaluators to develop proxy indicators if the desired performance information was not available, but there is no real evidence of this taking place.
- The scope for evaluators to undertake broader research could be expanded. The Indonesia evaluation did well to incorporate the findings from a range of Decent Work project evaluations. Evaluations undertaken by donors of funded activities could provide useful project-level performance information. There was a sense that donors would like to know how well their individual initiatives contributed to the broader DWCP objectives, so would be supportive of more DWCP-level evaluative work.
- Some of the evaluation TOR made specific reference to identifying lessons learned for improving country programmes, with variable responses.
- Information on the costs of the DWCP interventions would be needed if the evaluation criteria were to cover efficiency (outputs/inputs) and value for money issues.

For the three DWCP evaluations (Honduras, Kyrgyzstan and Tanzania) that formed the second phase of this analysis, there were some particular features of the TOR. Tanzania focused heavily on being part of an integrated UN approach (One UN) which aimed to deliver a unified programme of development assistance through government strategies and programmes (in line with the DAC development effectiveness principles) and in line with recognized poverty reduction strategies. The TOR for Kyrgyzstan, reflected the small presence that the ILO has in the country, the small program size and challenges faced, such as tripartite arrangements. The evaluation was expected to focus on providing the results achieved from the ILO programme of support for Kyrgyzstan, to provide an opportunity for reflection and lesson-learning on improving the effectiveness of ILO operations in the next Decent Work Country Programme and providing and analyzing the effectiveness of the ILO's programme in terms of supporting the development objectives set forth in the Comprehensive Development Framework for 2000-2010 and the mid-term Country Development Strategy. The evaluation was also to provide an ex-post assessment of major initiatives undertaken. The evaluation TOR for Honduras covered relevance, coherence, efficiency, effectiveness and sustainability criteria.

#### **4.4 Development of a Ratings System for Assessing Performance**

One set of evaluation TOR (for the Argentina DWCP) included a Likert scale for rating of performance. Each area of performance rated was to be given a numerical score from 1 to 6 from very unsatisfactory (1) to very satisfactory (6). This rating system was similar to that used by the World Bank for its Country Assistance effectiveness reviews. The World Bank adopts a five-point scale for assessing the outcomes of its country assistance strategies from highly satisfactory to highly unsatisfactory, while it adopts a four-point scale to assess nine characteristics of institutional development and a five-point scale to assess eight perspectives on sustainability (see Annex 4).

None of the evaluations, including that for Argentina, adopted such a rating system. There were efforts in some of the evaluations to qualitatively rate the various projects and initiatives that made up the DWCPs, but these were neither comparable between evaluations nor covered the DWCP programme as a whole. Some form of rating system linked to the evaluation criteria could be a useful addition for the evaluations conducted. It would also help in summarizing the findings and in facilitating the identification of good practices. However, the lack of sound logical/results frameworks for the DWCPs would suggest that the first step would be to develop these frameworks to improve the quality of the DWCP performance information. This would help ensure that whatever judgements are made when deciding on a rating (whether numerical or qualitative) are based on evidence which has a reasonable degree of robustness and comparability. Any rating system would need to be consistently understood and applied.

#### **4.5 Additional Time and Resources Allowed for in the Evaluation Process**

Most of the evaluation reports included a section to cover limitations in undertaking the analysis. The main comment made was that there was too little time allocated, especially for in-country work, to adequately consult with national constituents. The Kyrgyzstan evaluation team, for instance, stated that the field mission lasted only seven Kyrgyzstan working days before a preliminary presentation was given.

#### **4.6 Longer Period over which the DWCP is Evaluated**

The period chosen for the coverage of the ex-post evaluation was at least the two preceding biennial work programme years. For the future, when the DWCPs have reached their maturity in terms of their development and implementation, it may be worthwhile to extend the period covered by ex-post evaluations to say, ten years, as adopted by organizations such as IFAD. This provides more opportunity to assess effectiveness and impact (provided the desired dynamic M&E frameworks and associated performance information are in place).

In the meantime, the focus of the evaluation effort could be fruitfully directed to periodic evaluations which are more in the nature of mid-term reviews, or formative evaluations, as mentioned elsewhere in this report. Periodic reviews can help to enhance the DWCP being implemented, assist in gaining ownership by constituents, develop synergies in information gathering and produce desirable information that fulfils both learning and accountability objectives. Such reviews should also address the underlying logic/results framework to determine whether the DWCP continues to address the decent work needs and priorities in a dynamic and risky environment and able to provide desirable evidence on performance.

#### **4.7 Need for Systematic Data Collection & Evaluation Information Management for DWCPs**

In general, the collection of data for the DWCP evaluations seemed to require the evaluation team to undertake desk studies to analyse available documentation and to conduct interviews in the field. The voluminous documents needing to be analyzed were often project related and not necessarily complete.

Therefore, the DWCP evaluations were generally hampered in their work by a lack of strategic data collection and management of performance information.

In some cases, notably Indonesia, attempts had been made to strengthen the country's (or particular ministries') information systems as part of the technical cooperation initiatives undertaken under the DWCP. In Argentina, there were also ongoing efforts to institutionalize evaluation information management within the relevant government department.

If an actionable M&E framework had been developed from the outset, this could have made it conceptually easier to undertake the DWCP evaluations. However, it is not an easy task to develop and implement such a framework, particularly in a dynamic environment.

#### **4.8 More Structure to Collecting Information from Interview Processes**

The Indonesia DWCP evaluation adopted a good approach worth emulating when using interviews. They categorized respondents and analyzed the results of interviews in terms of designated stakeholder groups. The information gathered from over 100 interviewees was organized into four main categories of respondents (ILO staff in Indonesia, the Government of Indonesia, employers' and workers' organizations, donors and UN partner agencies) and nine separate sub-categories. Commonalities and differences among these respondent groups were incorporated into the findings. While the background papers and statistical analysis setting out the processes and results of this approach were not included in the report, the evaluation report stated that such information is available upon request.

It would also be useful to have any questionnaires that were used included in the annexes to the evaluation report, along with any analysis demonstrating that interviewees selected were representative. This would help enable qualitative information collected to be used in a more quantitative manner.

Such an approach would be a valuable addition to the process of simply documenting the list of persons met in an annex to the evaluation report.

#### **4.9 Compliance with Evaluation Standards**

The United Nations Evaluation Group (UNEG) set out standards for evaluation in the UN system in May 20005 (UNEG 2005). These standards covered the institutional framework and management of the evaluation function, competence and ethics, and the conduct of the evaluation. The conduct of the evaluation covered issues such as the design, processes, team selection, implementation, reporting and follow up. One of the evaluation standards spelled out the evaluation criteria – the most common criteria adopted being relevance, efficiency, effectiveness, impact, value for money, client satisfaction and sustainability. Criteria adopted relating to the evaluation of humanitarian response included: coverage, coordination, coherence, connectedness and protection. Some of the latter criteria (e.g. coherence) are important for DWCP assessments.

It is beyond the scope and capacity to assess whether these UNEG standards were met. However, it was possible to check if compliance with evaluation standards was included in the TOR for the DWCP evaluations. Few evaluations had TOR that referred to compliance with UN Evaluation Standards. However, more of the evaluations stated such compliance. One of the most comprehensive statements made was that of the Indonesia DWCP evaluators who stated that the evaluation complied with the standards of the UN Evaluation Group, the

OECD/DAC guidelines and also with the Guiding Principles for Evaluators promulgated by the American Evaluation Association.

In a similar vein, while the Kyrgyzstan TOR did not refer to UNEG standards, the evaluation document itself contained the statement that the evaluation complied with the UN Evaluation Group Norms and Standards for Evaluation, the Organization for Economic Co-operation and Development-Development Assistance Committee (OECD-DAC) Evaluation Quality Standards, and the International Program Evaluation Network (for Russia and the Commonwealth of Independent States) Guiding Principles for Evaluators.

#### **4.10 Design and Process Issues in the Preparation of the DWCPs**

A consolidated set of lessons learned for the development of the DWCP would most likely include the following:

- establish the degree of will and harmony between ILO's interests and approach and the government's interest and approach. In Argentina, at the time of the financial crisis, the approach of the government fitted in with ILO's operational strategy (such as tripartite arrangements), but ILO faced greater challenges in Zambia where the economic development model placed less weight on a tripartite approach;
- ensure that national constituent interests are well represented in the determination of objectives and priorities, particularly where countries have traditionally been seen in terms of members of a subregion rather than in their own right;
- engage relevant stakeholders in the development of the DWCP;
- ensure the set of initiatives within the DWCP were relevant, complementary and coherent in relation to the Decent Work Agenda and the country environment;
- organize resources to undertake the DWCP on a country programme approach;
- use the logic hierarchy (e.g. through some kind of logic mapping, problem tree analysis or results framework) to establish the conceptual logic of the approach to achieving DWCP objectives and the results to be attained;
- use the results framework developed to establish qualitative and quantitative measures of success and the information needed to demonstrate success;
- work out the source of the data for performance measurement and ensure the data collection process was adequately resourced;
- develop the M&E framework as part of the DWCP preparation process and engage constituents in its preparation and implementation;
- use tools such as the logical framework approach to help provide a consistent approach to developing the M&E frameworks and which provide for inclusion of key assumptions and risks; and
- conduct quality assurance on frameworks developed. The DWCP evaluation for Indonesia found that even though elements of such frameworks were available, there was still a need to enhance their quality, including the performance information, the logical linkages and the baseline information. The Tanzania evaluation also pointed out



the need to enhance the underlying logical framework and develop a M&E framework. Among other things, the Kyrgyzstan DWCP evaluation found that the DWCP was not logically coherent.

#### **4.11 Efficiency, Effectiveness and Sustainability of the DWCP**

In terms of evaluating the DWCPs, there were problems in assessing the efficiency, effectiveness and sustainability of the DWCPs. The main gaps were:

- While the concept of a Decent Work programme had a long history in some countries, such as in Argentina, during the period covered by evaluation, the DWCP frameworks were still in an early stage of development;
- Therefore, there was little performance information able to be gathered for the DWCP as a whole regarding efficiency, effectiveness and sustainability;
- The lack of cost information meant it was not possible to assess overall efficiency. The TOR did in some instances call for assessment of administrative efficiency;
- Individual projects typically suffered from inadequate performance information. Some DWCP evaluations (e.g. that for Argentina) analyzed the level of resources deployed to undertake activities, and undertook some analysis of products produced, but did not have the information available to report on achievement of project outcomes.

#### **4.12 Increased Attention to the Tripartite Arrangements, Social Dialogue and a Broader Range of Consultations with Stakeholders**

Consultation with stakeholders is a key aspect of undertaking an evaluation, from formal consultation at the outset to seeking their input on the final report. Some general points can be made regarding these evaluations:

- Under the ILO's tripartite arrangements, the government, the employer associations and the employee organizations are formally part of the ILO's way of doing business and need to be consulted. The evaluators' engagement with these tripartite groups was not consistent throughout the whole evaluation process. This was demonstrated by some of the comments made by the tripartite representatives on the draft DWCP evaluation reports;
- A general finding of the evaluations was that there are difficulties with the tripartite arrangements, such as the appropriate representation for the different employer and employee groups; the various tensions which made it difficult for these groups to function; the appropriate structure and mandate for the tripartite committees and the need for consultations to extend beyond the tripartite representatives to embrace a wider range of constituents. The need for this wider representation is reflected in Indonesia's concentric spheres of partnerships and in Argentina's tripartite-plus arrangements. The DWCP evaluation for Indonesia also drew attention to the need for tripartite groups to be involved in consideration of funding issues, given the role that

external funding plays in influencing the Decent Work Agenda items undertaken. In Kyrgyzstan, the concept of tripartite constituents was new, and concerns were raised over the representativeness of the employer constituent;

- The grouping of countries into subregions meant national interests may not be adequately represented and national constituents engaged, such as in Honduras and Kyrgyzstan;
- The Argentine and Tanzania evaluation TOR called for consultation to be held with the beneficiaries of the programmes implemented. There is little evidence of such consultations being undertaken in any of the evaluations. This issue should be included in all TOR and allowed for in the time and resources provided for the evaluations;
- When conducting interviews and surveying stakeholders, the structured approach adopted in the Indonesia evaluation is worth emulating across the board; and
- Case studies can be a valuable means to complement more quantitative analysis and to raise the profile of the key Decent Work issues being addressed.

#### **4.13 Ensure Sound Results-based M&E Frameworks for the DWCPs**

A main finding of the evaluations was that the M&E arrangements were insufficient to comprehensively evaluate the DWCPs according to the TOR provided. The analytical framework and the capacity of constituents both need addressing. There was some frustration, expressed in the Philippines evaluation, regarding problems encountered in developing a coherent framework for results and for evaluating the DWCP when there are overlapping interests and approaches - such as those of the ILO, the UN as a whole, the major international funding institutions and those of the government. It is not an easy task to meet all of the stakeholder demands, though the situation may have improved since the DWCP evaluations were undertaken.

Where aspects of an M&E framework were in place, such as in Indonesia, the evaluation team found that the quality could be enhanced by ensuring appropriate logical linkages, by having baseline information in place on which to develop targets and by ensuring the performance indicators related back to the appropriate elements of the results frame.

#### **4.14 Validity & Reliability of Evaluation Findings and Recommendations**

From the DWCP evaluation reports alone, it is difficult to assess the validity and reliability of the evaluation findings. Some general comments can be made.

The biggest gap is that none of the DWCP evaluations were able to draw on a comprehensive M&E framework for the DWCPs. The lack of a common M&E framework to report the evaluation findings made the meta-analysis more difficult. The way the analyses were undertaken and reported varied between the DWCPs and was not consistently tied to the evaluation TOR. For instance, in a number of the evaluations, an annex with a table of performance criteria and possible questions was included, but this was not treated in a consistent way between evaluations.

The absence of outcome information and the difficulties in attributing programme interventions to macro level outcomes were recognized by the evaluators generally. In selected areas, intermediate outcomes reported appear robust, such as the institutional outcomes in Argentina.

Often, the conclusions reached were based on judgements made from the information provided from those interviewed. To enhance the validity and reliability of such findings, the most common approach adopted was to subject these findings to wider scrutiny.

A dilemma faced by the ILO in its tripartite mode of operation is that the outcomes being sought under the DWCP are also intended to be the outcomes being sought by governments. Where this is achievable, the evaluators then find it difficult to determine the contribution that DWCP interventions make to the achievement of national outcomes (such as reducing unemployment). This means that attribution remains difficult to demonstrate and the capacity of government in terms of their results-based framework and associated indicators needs to be strengthened to achieve this outcome. These efforts are essential to meet development effectiveness principles.

#### **4.15 Usefulness of the Evaluations**

One measure of the usefulness of the evaluations conducted is whether the evaluation findings have been acted upon. The meta-analysis was unable to assess the extent to which evaluation findings have been used. However, usefulness also relates to the quality of learning that has taken place. This issue is addressed in 4.16.

A constraint to the usefulness of the evaluations occurs where key stakeholders are not engaged throughout the evaluation process. In some of the evaluation reports where the tripartite partners were asked to comment on the draft report, they expressed reservations about the adequacy of their engagement. On the other hand, the value of full stakeholder consultation is seen in the Argentina evaluation, where it is favourably reported that there was full engagement of the ILO and key stakeholders with the local community, including civil society, at the onset of the crisis. Such engagement was considered a major contributor to successfully overcoming the crisis<sup>8</sup>.

The success of an evaluation can be enhanced by engagement with beneficiaries. TOR which included beneficiaries in the list of people to be interviewed were those for Argentina and Tanzania though it is not clear whether such consultations took place. Engagement with beneficiaries was constrained by the time and resources available for the evaluation. A limitation reported by the DWCP evaluators was that there was insufficient time to consult with stakeholders in a reflective manner.

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<sup>8</sup> See Maletta (2009) as reported in Annex 4.

Another area where the usefulness of the evaluations might be enhanced would be to develop case studies involving beneficiaries.

#### **4.16 Learning that has occurred in improving DWCP evaluations**

It is clear from the examination of the most recent evaluation reports that learning has taken place since the first DWCP evaluation was undertaken. The following areas have been identified in relation to learning that contributes to improving evaluation practice.

In regard to the TOR, the most recent DWCP evaluations undertaken included core evaluation criteria in their scope, such as Tanzania (evaluated in 2010) Indonesia (evaluated in 2009) and that for Jordan (evaluated in 2008). The areas to be addressed were relevance, coherence, efficiency and effectiveness. The TOR also covered the issues of sustainability and the institutional development of national constituents. For instance, the TOR for Tanzania and Honduras covered relevance, coherence, efficiency, effectiveness and sustainability while the Kyrgyzstan TOR included relevance, coherence, effectiveness and efficiency of organizational arrangements.

Another critical issue in successfully undertaking DWCP evaluations is determining whether the programmes and projects in question are evaluable. In the later evaluations, including the Indonesia, Zambia and Tanzania evaluations, the TOR called for analysis of the evaluability of the ongoing DWCP projects. The Indonesia evaluation report included evaluability assessments on DWCP-related documentation that covered objectives, indicators, baselines, milestones, risks and the M&E framework. Tanzania undertook a major exercise in assessing the evaluability of its DWCP in 2009<sup>9</sup>. A common theme of the evaluations, including for the most recent Honduras, Tanzania and Kyrgyzstan evaluation reports was the lack of key elements of the logical framework in the projects implemented under the DWCP and general lack of a sound logical and monitoring and evaluation frameworks in assessing DWCP performance. The Tanzanian evaluation report provided ratings and graphs on different elements of evaluability and considered that only the statement of objectives passed the evaluability test.

In terms of improvements emerging in the quality of the evaluation report, the Indonesian evaluation report demonstrated a number of high quality aspects. The report itself covered the history and environment within which the DWCP was situated in Indonesia very well. It also captured such important issues as the role of external funding in influencing DWCP priorities. It raised the issue of the need for ILO Indonesia to re-structure itself to adapt to the decentralized Indonesian government arrangements.

In addition, the Indonesia evaluation report went to great lengths to improve the quality of analysis for its evidence-based approach. Given the challenges faced in obtaining performance information, the evaluators gathered four types of evidence in order to make judgements about

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<sup>9</sup> See Annex 4.

the DWCP. These lines of evidence included the perceptions of ILO management and staff; the perceptions of “informed observers” covering the years under evaluation; the findings contained in six final evaluations and two mid-term evaluations of Technical Cooperation Projects and finally the progress made on the official indicators and targets established in the DWCP.

In terms of identification of good practices, findings from three of the evaluations (the Indonesia, Zambia and Kyrgyzstan evaluation) are set out in Section 6.2.

#### **4.17 Guidance Provided for Capturing and Using Evaluation Lessons Learned**

The questions listed on p.7 of the *Guidance for Capturing and Using Evaluation Lessons Learned* were referred to in capturing lessons learned. As there was limited availability of evidence on the outcomes of the various DWCPs evaluated, the ability to derive such lessons was limited. The lessons to be learnt had to be deduced from a close reading of each evaluation report, and were more about processes and DWCP content rather than about DWCP policy outcomes.

#### **4.18 Recommendations Relating to DWCP Evaluations**

##### ***Recommendation 1: Increase Focus on Country Programme Reviews of DWCPs and complementary research***

The commitment to the evaluation of the DWCPs is an excellent undertaking. It may, however, be premature to conduct ex-post evaluations of the DWCPs, given the evolutionary nature of the DWCPs and lack of performance data on higher-level objectives. Other approaches may better fulfil the need for accountability and learning. One approach that is being used with increasing frequency is Country Programme Reviews, which have the potential to focus constituents more on programme improvement and learning, without diminishing the scope for accountability. They also often address the ongoing relevance of the logic/results framework and risk mitigation strategies.

This approach can be complemented by broad literature reviews that would capture such studies as Maletta (2009) on lessons learned by ILO in relation to the Argentine financial crisis (see Annex 4). Other approaches could include a more extensive review of the evaluation findings of donors in their reviews and evaluations of their funded projects.

Another complementary approach would be to undertake case studies on Decent Work beneficiaries.

***Recommendation 2: Enhance the management of evaluations***

Where such evaluations are to continue, more attention should be given to the design and management of the evaluation, including more focused terms of reference, strengthened processes for engaging with constituents, routinely undertaking evaluability assessments and budgeting for sufficient time, resourcing and expertise, tailored to the specific DWCP to be evaluated.

***Recommendation 3: Structure the collection and analysis of qualitative information via interviews (such as adopted in the Indonesia DWCP evaluation)***

When evaluation teams are meeting with key constituents to collect information, and this forms a major part of data gathering, it would be useful to enhance the reporting of this information. Currently it largely consists of listing the people met, but subject to practicality and confidentiality, could include information on the selection process for ensuring the representativeness of interviewees, the nature of the information collected, such as the list of issues canvassed, and the responses of the different constituent groups. The Indonesian DWCP evaluation report has demonstrated positive movement along this path.

Ideally, adopting a triangulation approach to help confirm the validity of evidence gathered.

***Recommendation 4: Develop actionable M&E Frameworks for each DWCP to improve the availability of performance information to undertake the evaluation and reduce the effort needed to gather information on a one-off basis for each evaluation.***

Having actionable M&E frameworks in place that produce the desired performance information would make it easier for evaluators to perform their role, whether they were internal or external evaluators. Desk studies of historical project-related documents do not generally seem to have been a cost-effective way to generate evidence on DWCP performance. The evaluability exercise undertaken in relation to the Tanzania DWCP in 2009 provides a good example of how to assess the DWCP for its evaluability and for providing a basis for an M&E framework. Such frameworks need to be reviewed during the life of the DWCP to ensure their on-going relevance.

## **5 FINDINGS: LESSONS LEARNED FOR DECENT WORK PROGRAMME POLICY & FORMULATION**

The lessons learned for DWCP evaluation practice were addressed in Chapter 4. In this chapter, lessons learned and good practices for enhancing the DWCPs are addressed. This includes policy issues relating to the Decent Work Agenda as well as process and implementation issues.

### **5.1 Programme/Project Formulation**

Lessons learned about programme/project formulation relate more to processes than to content and are very country specific. Three key lessons about processes are:

- undertaking the social dialogue necessary for constituents to understand DWCP issues and take ownership of the Decent Work Agenda. On one hand, this requires making better use of the tripartite arrangements and on the other hand it involves consultation with a wider group of stakeholders than workers' and employers' organizations and government. There is a need for greater national constituent participation and ownership for countries primarily seen in terms of their subregional grouping (such as Honduras and Kyrgyzstan);
- modifying ILO's institutional arrangements to ensure Decent Work Teams and country offices are aligned with a programme approach; and
- taking into consideration resource issues at the same time that technical aspects of the Decent Work Agenda are being addressed.

### **5.2 Decent Work Policy Agenda**

In terms of lessons learned from the evaluation of the DWCPs, there was generally insufficient performance information available for the evaluators to undertake much analysis on Decent Work policy issues. Information and analysis provided in Chapter 4 summarize the status of the Decent Work Agenda, the priority issues addressed and the intended outcomes being sought based on the information contained in the individual DWCP evaluations.

Some of the policy areas that did arise were:

- the inadequate attention to **informal work** – an important issue in some of the countries evaluated. The issue generally lies outside the scope of the tripartite arrangements. The problem of ensuring adequate protection of workers in the informal sector has become increasingly important in the face of globalization and the financial crisis;

- the **tripartite model** and the role of **social dialogue** are also under strain where changes to elected government change the relative emphasis given to the roles of workers and employers, as well as to the role of government itself as an employer;
- the issue of how best to represent the interests of the tripartite-plus partners, including both the **appropriateness of the governance structures** and the **effectiveness of the mechanisms** for ensuring their concerns are addressed through government decision-making processes;
- the treatment of **HIV/AIDs**. In some countries, such as Zambia and Tanzania, HIV/AIDS is having a devastating impact on the workplace and on vulnerable groups such as children. In some DWCPs, HIV/AIDS is treated as a programme priority, while in others it is an issue that is addressed on a specific project basis as has been the practice historically;
- the need to pursue the Decent Work Agenda in areas which may cause **resistance or conflict**, such as championing the rights of **migrant workers**;
- the importance of addressing **child labour and the exploitation of children** which are key concerns manifesting themselves in different ways in different countries, such as in **child trafficking**; and
- the challenges to ensure **ILO declarations are ratified** by countries concerned and such countries exercise the political will to translate such ratification into effective action by adopting appropriate **national legislation** and by subsequent **implementation**.

### 5.3 Policy and Approach to ILO Evaluations

There was considerable variation between the various DWCPs in regard to the issues that they addressed, how they were addressed and how they were documented in the evaluation reports. Such variation made it difficult to derive the findings and lessons learned from the evaluations. A common evaluation framework to enable this to be done would be beneficial.

A rating system, such as that used by the World Bank for the evaluations of its country assistance strategies, could be developed to facilitate making comparisons between the findings for the different evaluation reports. The World Bank<sup>10</sup> evaluates its country assistance strategies in terms of outcomes, institutional development and sustainability using various formal scaling methods and criteria.

However, there are challenges in pursuing this path, as any rating system is subjective and needs clear common definitions to enable comparative analysis to be undertaken. Also, the assessments made by the World Bank relate to the Bank's assistance, not to the country's development effectiveness. An issue that the ILO has been encountering is that where the Decent Work Agenda has been institutionalized within the country (a desirable achievement), it is more difficult to separately assess the ILO contribution. Therefore, a decision would need to be made about whether the key issue is to have the Decent Work Agenda adopted,

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<sup>10</sup> See Annex 4.



implemented and evaluated predominantly by the country concerned or whether the ILO needs to be able to assess the performance of its own contribution.

Another important policy issue is determining the evaluation criteria to be addressed and the extent to which the ILO should adopt standard evaluation criteria. The typical evaluation criteria of relevance, efficiency, effectiveness, impact and sustainability figure in the TOR of some of the DWCP evaluations. Coherence is a useful addition to the evaluation effort given the diversity of projects and funding sources that comprise a typical DWCP. Key criteria to use in a common evaluation framework could be:

- Relevance
- Coherence
- Efficiency
- Effectiveness
- Impact
- Sustainability

Two other dimensions recommended for inclusion in a comprehensive DWCP evaluation framework are gender (particularly given the ILO's mandate) and cost-effectiveness. Both are critical issues needing to be addressed when assessing the performance of the Decent Work programme in any country. Gender issues are addressed in the ILO DWCP guidebook (version 2). The Kyrgyzstan DWCP evaluation points to successes achieved in improving gender balance arising from its training and capacity building efforts. Both gender and cost-effectiveness would also be useful considerations to address in the ex-ante evaluation of the DWCPs.

Widespread adoption of such criteria may enhance the focus and uniformity of the evaluations and the lessons learned. It would also enable some simplification of the TOR and make them more focused. The usefulness of these criteria depends on whether these are the criteria that the ILO wants to adopt. For example, the DWCP TOR for the evaluations under review included provision for evaluating administrative efficiency, rather than the efficiency of the DWCP or its components.

#### **5.4 Programme/Project Design Aspects**

The most challenging issue the DWCP evaluators appeared to face was the lack of performance information to evaluate the effectiveness of the DWCPs and the associated lack of performance information on most of the initiatives being undertaken.

Underlying this issue is the need to give more attention to the design of the DWCP and to developing an M&E framework within the design. A key element in the process is the use of logic models to ensure the overall DWCP is logical, coherent and comprehensive in terms of addressing the strategic priorities and achieving the stated outcomes. The DWCP evaluators found that the quality of the logic models and logical frameworks in the underlying projects was frequently deficient or absent.

For the DWCP evaluations, the key issues to be addressed in relation to the use of logic models are the same as those addressed when designing a DWCP using a logical framework approach, namely

- What are we trying to achieve?
- How will we know if we are successful?
- What information do we need to demonstrate success?
- What else has to happen for success to be achieved?

Given the dynamic environments within which the DWCPs operate, and the fact that learning occurs as DWCPs are implemented, it is desirable that periodic reviews of the underlying DWCP logic/results framework should be undertaken to determine if they still remain relevant.

At a minimum, the design of the DWCP also needs to address the following:

- Decent Work concepts and agenda;
- processes for development;
- institutionalization of the agenda within government;
- adequacy of the tripartite arrangements and consultation processes, particularly at country level rather than subregional level;
- costs and benefits of the programme and underlying projects and other initiatives;
- strategies used to advance the Decent Work Agenda, particularly in the areas of ILO comparative advantage (such as policy dialogue and specialist advice, legislation and capacity building); and
- implementation schedules and time frames for the DWCP.

## **5.5 Utilization of Evaluation Lessons Learned for Programme Formulation**

### **The country environment, relationships and the Decent Work Agenda**

Each country is unique. This uniqueness includes the challenges faced by the country, its needs in relation to the Decent Work Agenda and the history of its working relations with the ILO. Economic crises, earthquakes and other disasters significantly affect what can be done in relation to the ILO agenda. This means that the DWCP needs to have a very clear focus while being highly flexible. The Indonesia experience demonstrates the challenge between seizing opportunities for an expanded development cooperation programme, and increased ILO

capacity, and yet remaining focused on the ILO's core business and mandate. There appears to be a need for more policy guidance on maintaining the right balance.

### **Enhancing tripartite arrangements, broadening constituent engagement and social dialogue and enhancing the Decent Work regulatory environment**

In terms of process, attention needs to be given to the tripartite partners and to engaging a broader range of constituents strategically (see the Indonesia DWCP evaluation's model of concentric circles of influence). Where the ILO's Decent Work Agenda becomes the country's Decent Work Agenda, the prospects of success are greater.

The two key elements to be addressed are the dialogue with national constituents and the need to gear the ILO's and the country's institutional arrangements so that these arrangements are in harmony with a country programme approach.

### **Adoption of OECD development effectiveness principles**

An opportunity arises to take this governance issue further using the OECD development effectiveness principles of ownership, alignment, harmonization, results-focus and mutual accountability.

**Ownership** involves constituents playing the major part in setting their own strategies for poverty reduction and improving their institutions. Achieving country ownership is in accord with the ILO's tripartite approach.

**Alignment** means that donors align with the partner's objectives and use the partner's systems. This would imply, for example, dependence on the government's budgetary and M&E systems.

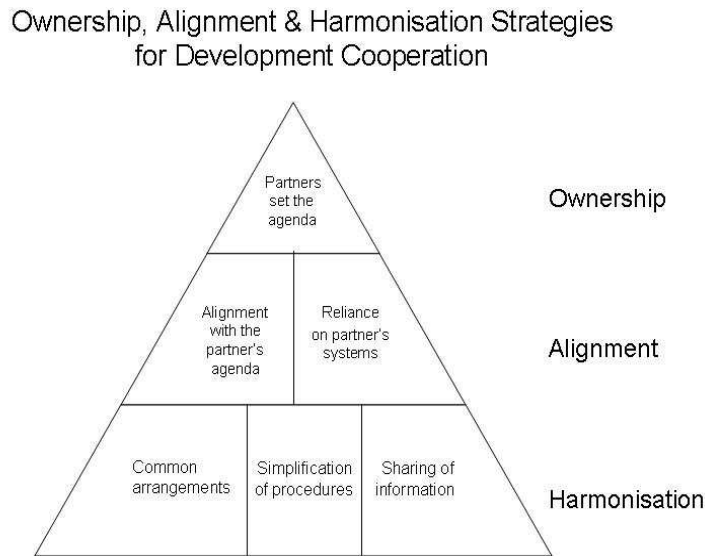
**Harmonization** involves donor countries' coordinating with others, simplifying procedures and sharing information to avoid duplication.

A **results-focus** means that developing countries and donors shift their focus from undertaking activities to achieving development results and to having the results measured. This is consistent with the ILO's objectives for DWCPs.

Under **mutual accountability**, the aim is for both donors and their partners to be accountable for achieving development results.

Effective institutionalization of the Decent Work Agenda and results framework will be better achieved where ownership, alignment and harmonization exist. The key elements are set out below.

**Figure 1. Ownership, alignment and harmonisation strategies for Development Cooperation**



Source: de Renzio et al (2004)

These principles have been reaffirmed in the **Accra Agenda of Action** (OECD 2008). In particular, the intention of the Accra agenda is to accelerate progress in overcoming the three major challenges to aid effectiveness – achieving country ownership, building more effective and inclusive partnerships and achieving development results. The ILO is well placed through its DWCP processes to assist in meeting these challenges for both for its developing country partners and for the rest of its country partners. The ILO's Decent Work Agenda also provides a mechanism to assist achievement of the OECD's higher-level development objective – that is, the eradication of poverty and promotion of peace and prosperity by building stronger and more effective partnerships that enable developing countries to realize their development goals.

### **The role of technical cooperation projects in formulating a coherent and comprehensive DWCP**

A stumbling block evident in the evaluations was the need to find funding partners to finance the initiatives carried out under the DWCP rather than fund individual projects. ILO has developed RBSA as a means to enable funding partners to contribute resources on a DWCP wide basis rather than to individual projects. This approach is also helpful where funding partners may not show interest in funding initiatives that DWCP considers of high priority (such as social dialogue). The evaluation findings also raised the issue of the problems involved with pilot initiatives. Many country programme constituents were concerned about

the administrative and other problems brought about by having small-scale pilot initiatives, typically funded by third parties, which do not subsequently enter the mainstream.

### **Gatekeeper role for keeping the DWCP focused**

The ILO will need to maintain or increase its commitment to ensuring all initiatives to be taken in a particular country will be assessed for their alignment with the country's DWCP. The structure and resourcing of the ILO, particular at regional and local offices, will also need to be aligned to achieving this objective, and to be able to monitor and evaluate the programmes arising.

## **5.6 Coordination with other donors and related programmes/projects**

A key coordination issue is the extent to which the ILO engages with other institutions to fund the initiatives undertaken under the DWCP. As demonstrated in the evaluation of the Indonesia programme, the ILO can become a reliable partner through which donor funding for technical cooperation activities/projects can be channelled. The ILO Office for Indonesia found that taking advantage of such opportunities is worthwhile in its own right. It also provides an on-ground track record and access to expanded resources for the ILO to enhance its performance such as being able to employ full time media expertise.

However, the DWCP evaluation for Indonesia also found that there is potential for the ILO's Decent Work Agenda to be influenced by donor interests and for areas like social dialogue to be comparatively neglected. There is therefore a tension experienced by the ILO in focusing on areas where it has an innate comparative advantage on decent work issues (such as policy dialogue, labour market related advice and capacity building) and its role as a suitable partner for administering and managing technical cooperation projects on behalf of funding agencies. In Indonesia, the ILO has become well-recognized for its capabilities in managing and administering projects related to the restoration programme for Aceh and surrounding areas following the earthquake and tsunami. According to the Indonesia DWCP evaluators, there is a need to further develop ILO policy to maintain the right balance between these two roles. In Tanzania, the evaluators pointed the management problems encountered in the management of Joint programme 1 (JP1). This problem was highlighted by the UNCT management group as well. The evaluation also indicated that many of the management problems found in JP1 were being addressed.

A second area needing attention is the ILO's role in **UNDAF** and the ability for UN agencies to adopt a common framework. In at least one of the countries evaluated, decent work was not on the agenda for the **Millennium Development Goals**, while, in others, decent work is seen as a mainstream issue for achieving the millennium development goals because of the link between employment and poverty reduction. There is also a related issue of whether the ILO should have its own results framework separate from the governments with which it is engaged. Given the nature of its work, ILO outcomes are intimately tied to country outcomes because of the desire to have the decent work outcomes achieved by countries involved. The

evaluation of the DWCP for Tanzania found that much attention was given to integrating the ILO's Decent Work Agenda into UNDAF under the One UN strategy and linking it to the government's national strategies, including poverty reduction. On the other hand, where ILO in-country presence is low, the ILO can be left out of the UNDAF loop such as in Jordan and Kyrgyzstan.

In a similar vein, there is often a **silo approach** occurring where individual partner donors fund individual projects which have their own objectives and management arrangements and separate explicit or implicit M&E arrangements. Such arrangements can help donors fulfil their accountability obligations, but detract from ownership and accountability by the member countries. In this context, a suitable strategy might be to have the ILO pursue the adoption of **OECD's development effectiveness agenda**, where the member country has ownership, the objectives of funding providers are in alignment to national objectives, the member countries procedures and processes are used, and the efforts of donor parties are in harmony. The problem particularly affects countries where the projects are largely financed at subregional level, such as Honduras and Kyrgyzstan.

## **5.7 Budgeting and resourcing aspects**

For the implementation of the Decent Work Agenda in individual countries, the typical mechanism has been to have the various initiatives designed and implemented as part of a biennial work plan period, with funding for the initiatives sourced from external financial providers. In the case of two crises (the Argentine economic crisis and the Aceh/Indonesia earthquake and tsunami), the ILO developed a formidable reputation in being able to coordinate much of the aid projects coming from various funding agencies. In the case of Argentina, this presented particular problems towards the end of the evaluation period. Because the economy was in recovery mode, the funding provided was beginning to be used for activities relevant to recovery than for an economic crisis. The ILO was also concerned that expectations for funding available for the next DWCP would not be realized because the commitment of funding providers had declined.

This resourcing issue has presented an ongoing problem as far as developing a coherent programme is concerned because the country strategy agreed between the ILO and the country constituents (primarily the government) is affected by their degree of consultation and engagement.

There are two aspects to the solution. One is for the DWCP to have well defined budget parameters and funding sources agreed covering the medium term when the DWCPs work plans are being developed. The other is to have more control over the budget.

For example, in the Kyrgyzstan DWCP evaluation, it was found that more than one-third of planned activities had no funding sources three-and-a-half months' prior to the end of the DWCP in 2009.

Sustainable funding solutions including having an expanded regular budget provided from the countries concerned and use of pooled funds from funding providers who were supportive of funding a DWCP approach. The Regular Budget Supplementary Account (RBSA) has been introduced by ILO and provides un-earmarked funding for the key priorities of the ILO and its constituents. Tanzania funded US\$691,858 of its US\$17,807,000 DWCP expenditure from the RBSA. Since these DWCP evaluations were undertaken, the ILO has linked its efforts to expand the RBSA with a new results framework set out in the Strategic Policy Framework 2010-15. It is centred on the priorities of the Decent Work Agenda, captured in 19 outcomes.<sup>11</sup>

Given some assurance of a firm funding base to implement a DWCP over the medium to longer term, the DWCP implementation will be able to reduce the disjointedness and lack of coherence pointed out in the DWCP evaluations. In some instances, the sudden cessation of funding by a bilateral donor caused the ILO considerable difficulty in seeking alternative funding to allow a worthwhile initiative to proceed.

In regard to the resourcing of evaluations, there is no information provided on the resources used to undertake the evaluations. However, as the TOR suggest similar timeframes and evaluation teams (typically three evaluators) are adopted, it is likely that the resources used are similar. Given the frequent reference to “insufficient time” reported in the evaluations, it is likely that there is a general concern over the adequacy of the resourcing to undertake the evaluations.

## **5.8 Capacity-Building and Restructuring ILO Offices and Resources Consistent with a DWCP Approach**

Capacity building continues to be needed to enable country authorities to put together an evaluable DWCP and all the associated aspects necessary to make it work effectively (such as funding, ownership and institutionalization).

A clear actionable finding and recommendation arising from the DWCP evaluation reports is the need to transform the ILO’s institutional arrangements to accord with a country programme approach. National ILO offices felt that there were insufficient resources and expertise available for country programme work, as opposed to the resources available for the management of individual projects. Such projects were typically funded separately by bilateral and multilateral funding organizations.

In some countries, such as Zambia, it was felt that the roles and responsibilities between field offices in Africa had not been adequately defined and that they were now outdated in any case as they did not reflect the DWCP approach. It was therefore considered that there is a need to revisit these roles and responsibilities to ensure that visiting technical missions are

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<sup>11</sup> See Financing Decent Work: Contributions to the ILO 2008-09, ILO 2010.

understanding of, and responsive to, DWCP commitments, and become an integrated part of the delivery of specific work plans linked to the DWCP. In Lusaka, the national office was considered to be very tightly staffed with these staff fragmented across the various project-delineated groupings. They also felt that there were insufficient resources in the office devoted to undertaking the work associated with an integrated country programme approach.

Information contained in the evaluation reports indicates that the ILO had begun to address this issue, to a greater or lesser degree, depending on the country involved.

## **5.9 Other Capacity-Building Aspects**

Capacity building is also needed in building up capability in results-based management and strategic thinking. This would help ensure the organization's attention is focused on the overall objectives of the DWCP and on achieving agreed levels of performance being sought. Linking of these capacity building efforts with reforms to the organizational structure would be a powerful means to enhance staff capabilities, organizational capacity and DWCP performance.

## **5.10 Institutionalization of the Decent Work Agenda**

The nature of the Decent Work Agenda and the tripartite operations of the ILO mean that, compared to some organizations, such as the World Bank and IFAD, it is more difficult for the ILO to assess its country strategy and performance separately from the government concerned. In other words, the work agenda is fundamentally meant to be administered by the country concerned, as clearly demonstrated for Argentina. This issue has ramifications for the projects and other activities funded by donors and financial institutions that can put in place their own M&E arrangements.

The lessons learned from Argentina suggest that the Decent Work Agenda can be more readily taken up and institutionalized within the country's structures when

- the political will of the government is strong (evident in the response to the 2001 economic crisis);
- the ideology between ILO and the country is compatible;
- the ILO applies its comparative advantage to developing appropriate conceptual frameworks and policy responses;
- the ILO has access to expertise, resources and partners on a timely basis;
- the ILO coordinates effectively amongst the national and international partners and the UN family (UNDAF); and
- the ILO is fully committed from head office to field office.

Other countries, such as Zambia, were at the opposite end of the spectrum, with little integration of project activities into a Decent Work programme. The national office, in its response to the recommendations of the evaluation, indicated this issue was being addressed



and that individual stand-alone projects not consistent with the DWCP would not be resourced.

As the Argentina story indicates, institutionalising DWCP within the national framework enables a more consistent, coordinated and sustainable approach, but raises challenges in terms of reporting performance because of the difficulty in separating out the contribution made by ILO interventions. If the DWCP efforts to build up the capacity and performance of the Decent Work effort were successful, and sustainability enhanced, it may be less important to be able to separate out the intertwined contributions.

### **5.11 Using the Media and Enhancing the Profile and Performance of the Decent Work Agenda**

The DWCP evaluations provided insight into the effective use of the media in raising awareness of decent work issues, in raising ILO's profile and assisting the implementation and adoption of the Decent Work Agenda. The in-country understanding of the agenda varied considerably between countries whose DWCPs were evaluated. In Argentina, the message about the Decent Work Agenda was institutionalized into the mechanisms of the Argentine government, right down to inclusion in the secondary schools curriculum. In the Ukraine, the evaluation found that the Decent Work Agenda is better known by constituents at high levels but less by local partners, international partners and project participants. At lower levels, people were more aware of individual projects and less about decent work.

The most advanced practices adopted in terms of raising profile and using media were in Indonesia where the ILO country office formally employs a media adviser. The various forms of communication emanating from the ILO Country Office for Indonesia were regarded as being of professional quality, well targeted, achieved wide impact and helped the ILO maintain its high visibility and presence. It was one of the few external agencies consulted by central agencies, notably the Indonesian national development planning board, on employment related policies. The ILO also helped employers' organizations enhance their media performance, although the evaluation did indicate that more work was needed to be undertaken with the other tripartite partner, namely worker organizations.

There is therefore a need to ensure that the policies on communication and use of media regarding the Decent Work Agenda form part of the development of the DWCPs.

## 6 GOOD PRACTICES

### 6.1 Overview

This meta-analysis has been able to highlight a number of areas where the ILO is endeavouring to enhance its performance in Decent Work Country Programmes. All country offices are engaged in a process of moving from a project based approach to a country programme approach in designing and implementing the Decent Work Agenda. In some cases a DWCP conceptual framework has been adopted from the outset, in others the historical project-based programmes are evolving towards a coherent DWCP relevant to the needs of the member country concerned.

All of them face the practical challenge that a prime source of funding is sourced from external donors (whether bilateral or multilateral organizations). This means that a coherent DWCP could be made less coherent because of the interests and approaches of the funding providers. Adopting the principles of development effectiveness espoused by OECD, (ownership, alignment and harmonization) therefore become a very practical strategy to address this issue.

As mentioned previously, the evaluations were not generally able to assess the outcomes and impact of the DWCPs. The lessons learned are therefore more about the processes and issues that should be put in place up front when designing, implementing, monitoring and evaluating the DWCPs than about how to enhance the outcomes of DWCPs.

### 6.2 Good Practices Demonstrated in Three Countries

It is clear from the meta-analysis that good practices are emerging in regard to designing, implementing, monitoring and evaluating the DWCPs. This can be seen from the most recent DWCP evaluations - that for Zambia (2008), Indonesia (2009) and **Kyrgyzstan** (2009) as follows:

#### **Indonesia**

1. Developing the concept of the ILOs "concentric rings of partnerships" embracing the tripartite partners of government, worker and employer representatives in the inner circle, the ILO's partnerships with central agencies like the Indonesian national development planning board as middle ring, and a further ring of government, quasi government, NGOs, donors, multilaterals and other UN agencies in an outer ring.
2. The conduct of evaluability assessments on the DWCP-related documentation – examining the objectives, indicators, baselines, milestones, risks and the M&E framework.

3. The use of logic maps to visually link the objectives of the major technical cooperation projects being implemented with the desired outcomes of the Decent Work Country Programme to identify both coherence and gaps. In Indonesia's case, such mapping pointed to the reduced emphasis (in terms of resources) being devoted to two objectives. These objectives were the application of labour laws and practices with fundamental principles and rights at work and, secondly, achieving labour market flexibility and job security through bipartite cooperation between workers' and employers' organizations.
4. Structured use of interviews to give a more quantitative effect to qualitative data. This was achieved by categorizing different type of respondents and consolidating responses. This is also an important accountability issue as the findings of the DWCP evaluation for Indonesia involve heavy use of the opinions of the "informed observers" surveyed for the evaluation.
5. Use of four different types of evidence to assess DWCP results:
  - the perceptions of ILO management and staff;
  - the perceptions of "informed observers" during the years under evaluation;
  - the findings of six final evaluations and two mid-term evaluations of Technical Cooperation Projects; and
  - progress on the official indicators and targets established in the DWCP.
6. Achievement of outcomes by the ILO Country Office for Indonesia in terms of its influential policy advice, demonstrated by such advice being incorporated into the planning, policies and draft legislation of various organizations. The ILO office for Indonesia was also found to have raised the visibility of the concept of decent work, accelerated the ratification of the core labour conventions, provided excellent training and training materials, and developed the capacity of various tripartite organizations.
7. Setting out key deficiencies reported by "informed observers" in relation to the Decent Work Agenda, notably the lack of understanding at the local level regarding what "decent work" or "exploitation" mean; little progress in implementing results-based management; the need to improve the sustainability, continuity and transition of projects; ineffectiveness of some training and poor integration of HIV/AIDS concerns into projects.

## **Zambia**

The good practices identified for Zambia's DWCP relate to its actions undertaken in parallel with, or in response to, the evaluation undertaken which are recorded in the DWCP evaluation report. Much of the good practices, and challenges, relate to institutionalizing DWCP programmes, to capacity building and to monitoring and evaluation within Zambia government, employer and worker structures. The good practices are:

1. Building tripartite partners' capacity through training, resulting in employer and worker organizations institutionalizing DWCP capacity building in their own organizations.

2. Establishing a National Steering Committee for DWCP to institutionalize the Decent Work Agenda and make the tripartite arrangements more sustainable.
3. Establishing a “Tripartite plus” group to promote ownership and sustainability involving a broader range of stakeholders.
4. Reorganizing the ILO Lusaka Office structure and staff around the three DWCP themes (Job Creation; HIV/AIDS in the Workplace and Child Labour).
5. Focusing on the DWCP’s highest priority (employment) and linking it to the nation’s macro-economic performance.
6. Enhancing the capacity for M&E by establishing a regional evaluation network.
7. Drawing up a coordinated national M&E framework for DWCP.
8. Preparing and disseminating a results-oriented implementation plan template for better documenting and reporting on results.
9. Mandating that DWCP programming (planning, implementation and M&E) undertaken at subregional level to be undertaken jointly with stakeholders.
10. Addressing worker rights issues in the informal economy. ILO Zambia’s efforts aimed at the establishment of a new government Department to cover informal work issues.

## **Kyrgyzstan**

The evaluation found that outstanding and sustainable results were achieved in the areas of:

1. Gender equality.
2. Development of vocational education for young people using a modular approach.
3. Boosting youth employment through business awareness raising and business skills development.
4. Conducting research and providing policy advice on the labour related issues such as labour migration and child labour.
5. Improving of occupational safety and health in agriculture and
6. Contributing to the capacity building of its country constituents and establishing good and sustainable relationships with them.

## **6.3 Good practices in Raising Awareness of the Decent Work Country Agenda**

One of the underlying issues encountered in the DWCP evaluations was the lack of awareness of the Decent Work Agenda. Without such awareness, it is more difficult to gain the impetus needed to bring about desirable decent work changes. The meta-analysis found in the evaluations for Argentina and Indonesia two different strategies where this lack of awareness was being overcome.

In Argentina, the nature of the financial crisis resulted in the engagement of the whole community in the Decent Work Agenda, particularly in overcoming unemployment. The evaluation reported that the Decent Work Agenda has been institutionalized right into the

school curriculum. Hence, there appeared good prospects for the Decent Work Agenda to remain known and spread throughout the community.

In the case of Indonesia, the strategy has been to use media professionally and strategically to raise the Decent Work Agenda and give impetus to efforts relating to decent work issues. Among other benefits, it does appear that the ILO office in Indonesia has raised the profile of decent work issues, has enabled tripartite partners, notably employers, to use the media strategically and helped give the ILO a seat at the table in government discussions on decent work policies.

## **7 CONCLUSIONS, RECOMMENDATIONS AND NEXT STEPS**

### **7.1 Conclusions and Recommendations**

#### **Uniqueness of each country and need for understanding each country environment**

The first conclusion is that, given the uniqueness of each country in relation to the Decent Work Agenda, it is important to understand each country's situation, historical background and constituents' relationships with the ILO when developing the DWCP and to retain flexibility.

Each country examined had a different environment within which its DWCP was being developed and implemented. Some, such as Philippines, were endeavouring to develop a coherent programme from a range of distinct projects being implemented, even though they had been evolving their Decent Work Agenda on a tripartite basis since 1999. Others, like Argentina, were faced with a unique opportunity arising from a major financial crisis. From the outset, the ILO in Argentina adopted a country framework approach, playing a lead role in addressing areas where it had the mandate and expertise (such as unemployment and related aspects of the Decent Work Agenda) and built on its close working relationship with government. The financial crisis in Argentina generated a massive commitment in political will, generated social dialogue and community commitment, unlocked additional external financial resources, and garnered ILO responsiveness (from headquarters to the country office). This commitment included working closely with local authorities and funding providers to deliver projects and programmes quickly.

In Indonesia, the ILO achieved high credibility in helping Indonesian respond to the Aceh earthquake and tsunami, particularly through its success in coordination and managing reconstruction activities.

In the Honduras, the very difficult political environment impacted on the ability to implement and evaluate the Decent Work Agenda, particular in relation to tripartite arrangements. The Honduras evaluation suggested that risk mitigation strategies be developed as part of the DWCP formulation to cover political and economic risks.

In other jurisdictions, such as Jordan, it was found difficult to make progress on contentious issues such as treatment of foreign workers.

***Recommendation 1:*** *Ensure sound understanding of each country's unique character and the issues impacting on the Decent Work Agenda when formulating the DWCP, develop risk mitigation strategies and retain flexibility to adapt to external shocks*

### **Full engagement with constituents**

The second conclusion is that there needs to be full engagement with constituents in the formulation of the DWCPs. The Indonesia DWCP evaluation pointed out that this process involves more than the tripartite partners. It developed the concept of “concentric rings of partnerships” to identify the wide range of partners who needed to be involved for the successful design and implementation of the DWCP. In Zambia, attention was focused on establishing “tripartite plus” arrangements involving a wider range of stakeholders.

***Recommendation 2:** Ensure full engagement with constituents in developing DWCPs*

### **Strengthening institutional arrangements**

The third conclusion is that institutional arrangements need to be strengthened to narrow the gap between the conceptual DWCP framework and the organizational arrangements needed for its successful implementation. This involves enhancing the capacity and structure of the country constituents as well as that of ILO at country and regional level. One important area for ILO restructuring identified by the Indonesia DWCP evaluators is to ensure the ILO’s partnerships accord with the decentralized government arrangements now in place.

***Recommendation 3:** Address the gap between the conceptual DWCP framework and its on-ground implementation*

### **Pursuing better funding models to support a DWCP approach**

The fourth conclusion is that funding models need further development. Funding of Decent Work activities by donors has traditionally been via specific technical cooperation projects. In addition, the economic crisis in Argentina, and the natural disasters in Aceh and surrounding areas of Indonesia, generated massive increases in external funding to address the challenges encountered. The ILOs’ successful management of initiatives in both countries brought increased potential and expectations as well as increased complexity. The interests of diverse stakeholders, such as funding providers, can, however, divert the DWCP effort away from important DWCP objectives (such as protection of worker rights, social dialogue and tripartite effectiveness). Increased attention has been evident in the more recent DWCP evaluations of the use of the RBSA to provide funding for DWCP as a whole rather than funding of individual projects. For instance, Tanzania sourced US\$691,858 of its DWCP funding of US\$17,807,000 from the RBSA.

***Recommendation 4:** Continue to pursue funding arrangements for DWCP activities which strengthen support for a DWCP-based, rather than project-based, Decent Work programme<sup>12</sup>*

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<sup>12</sup> Increased use of RBSA and its linkage to a new results framework centred on the priorities of the Decent Work Agenda has been evolving since these DWCP evaluations were undertaken. See *Financing Decent Work: Contributions to the ILO 2008-09*, ILO, 2010.

### **Adoption of OECD Paris development effectiveness principles (reinforced in the 2008 Accra declaration) in relation to partnership and institutionalization**

The fifth conclusion is that ILO's objectives and mandate necessitate the Decent Work Agenda being incorporated into the normal operations of government and tripartite-related institutions. Where the ILO's Decent Work Agenda becomes the country's Decent Work Agenda the prospects of success are greater. This institutionalization process can be hampered by financing and accountability mechanisms, particularly as a large part of the funding required for DWCP implementation comes from external providers.

There have been commendable efforts by some countries, such as Argentina, to institutionalize the Decent Work Agenda within the national institutional framework. This approach is consistent with the principles established by OECD in the Paris declaration on the effective use of development assistance, and re-affirmed in the Accra declaration OECD (2008). Such an approach encourages funding providers to adopt practices that enable ownership by the country involved, alignment with the country's agenda and harmonization of funding provider processes with those of the country concerned.

***Recommendation 5:** Use OECD development effectiveness principles of ownership, alignment and harmonization to institutionalize the Decent Work Agenda into the country's institutions, budgets and procedures*

### **Necessity of having a DWCP M&E framework established upfront**

The sixth conclusion is that in the formulation of the DWCPs, additional effort needs to be given to developing practical and actionable M&E frameworks for the DWCP. Without some structured information on the results being achieved beyond the project level, progress towards attaining higher order programme goals will not be known. The design of the M&E framework should be part of the DWCP design process and resources provided to implement it. The design process needs to take into account other M&E frameworks (such as that based on the United Nations Development Assistance Framework).

***Recommendation 6:** Develop DWCP M&E frameworks as an essential part of the DWCP design process and include the necessary resources to action it*

### **The DWCP M&E framework is also to be institutionalized within the country's structure**

The seventh conclusion is that ILO's unique tripartite arrangements mean that the M&E framework, like the DWCP itself, needs to be institutionalized within the country concerned, rather than having a distinct M&E framework. Development of the capacity and institutional arrangements to produce such an actionable framework continues to be challenging.



***Recommendation 7:** Institutionalize M&E frameworks within the country institutions concerned*

### **Restructuring ILO resources to facilitate DWCP performance**

The eighth conclusion arising from the DWCP evaluations is that ILO's country office structures and resources need to be fully aligned to a DWCP approach. ILO's allocation of in-country resources has often been linked to the projects that have been funded by external parties. Some countries were already taking steps to address this issue at the time of the DWCP evaluations. The ILO Lusaka Office in Zambia, for instance, restructured its office around three clusters aligned to the three DWCP themes of job creation, HIV/AIDS and child labour.

***Recommendation 8:** Strengthen ILO's efforts to align country office structures and resources to support the DWCP approach*

### **Develop communication strategy and effective use of media**

The ninth conclusion is the importance of a sound communication strategy and the effective use of media to enhancing the ILO's profile, resource availability and Decent Work effectiveness. At one end of the spectrum, ILO Indonesia has found it effective to employ its own professional media person. At the other end, the ILO Country Office for Jordan has no permanent in-country office and low profile. From the evaluation findings, it is clear that the ILO Office for Indonesia has enhanced its profile, reputation and performance by harnessing media in a professional manner. Among other things, a strong advocacy role is required to ensure decent work is high on the government agenda. The Indonesia DWCP has also directed its media efforts to enhancing the media-performance of tripartite constituents, notably employer organizations with positive effects. Attention to an appropriate media strategy therefore seems to be an important priority as well as a sound investment for enhancing DWCP performance in those countries where the prevailing environment is supportive.

***Recommendation 9:** Ensure an appropriate communication strategy and use of media is developed and funded and experiences on its effectiveness shared*

### **Confirm findings of this study**

The tenth conclusion is that the findings presented here from this desk study need to be confirmed with the relevant stakeholders involved (see Next Steps).

***Recommendation 10:** Confirm the findings of this desk analysis with key stakeholders*

### **Share experiences to enrich the lessons learned and enhance learning**

The eleventh conclusion is that the capability to develop and implement DWCPs could be enhanced by those involved in the design, implementation and assessment of DWCPs

exchanging their experiences. There are a range of promising practices emerging regarding the design of the DWCPs and institutionalization of the Decent Work Agenda. There are also many issues covered in the report designed to enhance evaluation practices. The learning that has taken place about the development, implementation and evaluation of each country's Decent Work programme could be productively shared between countries and with key constituents within countries.

***Recommendation 11:** Seek opportunities for constituents whose DWCPs have been evaluated to share experiences with constituents in other countries to build up learning and expertise.*

### **Revisit meta-analysis when results from M&E frameworks available**

The twelfth conclusion is that because the DWCP processes were generally in their infancy during the period over which the DWCPs were being evaluated, the evaluators had to focus more on the processes relating to the DWCPs and less on the DWCP achievements. Future DWCP evaluations would benefit from having sound DWCP M&E frameworks in place and by having access to the associated performance information. This would provide more concrete lessons learned and good practices for contributing to DWCP policy development and programming. Such M&E frameworks would also need to cover risk assessments, given the external factors that have clearly impacted on DWCP performance.

***Recommendation 12:** Follow up this study when performance information arising from a sound DWCP M&E framework has become available and subjected to an evaluation process. Ensure due consideration has been given to the country-specific assumptions and risks impacting on the DWCP performance.*

## **7.2 The Way Forward for Future ILO Programming**

### **Implication of findings**

Overall, the findings of the meta-analysis indicate there are not very many lessons to be learned regarding decent work policy issues, as there is little performance information on DWCP outcomes. The meta-analysis does reaffirm that the strategy of achieving Decent Work objectives via a country programme, as opposed to a set of individual projects, is sound. The key findings for programming relate primarily to the processes involved in the development of the DWCP – including the engagement with national constituents, the need for a broader range of stakeholders to be involved and the need to organize the ILO's and the country's institutional arrangements so that these arrangements are in harmony with a country programme approach.

### **Country programme approach and external funding**

A challenge for the ILO is finding funding partners to finance the full scope of Decent Work priorities set out in the DWCPs. An important policy issue is how resources might be accessed

to implement longer term desirable initiatives on a country programme basis. As sighted on its website in 2009, the ILO has demonstrated that it is moving in this direction and is having some success in persuading donors to sign up to a DWCP-based rather than project-based approach to funding the Decent Work Agenda. This initiative should continue.

### **Operational implications for future ILO Programmes/Projects**

The ILO will need to maintain or increase its commitment to ensuring all initiatives to be taken in a particular country will be assessed for their alignment with the country's DWCP.

## **7.3 Next Steps for Enhancing the Planning and Management of Future Evaluations**

### **Engagement**

Engage ILO staff, national constituents and external financing organizations in a process to discuss the results found here and to gain their insights for enhancing the lessons learned. In order to undertake a more formal assessment of the findings in relation to DWCP evaluations and lessons learned, this may also involve surveying the evaluators and key constituents who undertook or were involved in the DWCP evaluations.

### **Refinement**

Refine the guidance for the design and management of DWCP evaluations in order to: better focus the Terms of Reference; ensure adequate time and resources for the evaluations; enhance engagement with national constituents; ensure the programme is evaluable; and ensure there is a robust DWCP results framework in place which provides a sound basis for the M&E framework to be developed.

### **Expansion**

Produce expanded "lessons learned" case studies for individual countries, drawing on these findings and those of others, such as the lessons learned by ILO from Argentina's financial crisis<sup>13</sup>.

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<sup>13</sup> Maletta (2009) referred to in Annex 4.

## **8ANNEXES**

### **ANNEX 1: Terms of Reference**

#### **1.1 Original Terms of Reference for meta-analysis of six DWCP evaluations**

*Please see separate PDF file for this attachment.*

#### **1.2 Additional Terms of Reference Mid-2011 covering three additional DWCP Evaluations**

##### Meta-Analysis of DWCP Lessons Learned and Good Practices

In 2009, the Center for Development & Research in Evaluation (CeDRE) International conducted a meta-analysis of six ILO Decent Work Country Programme (DWCP) evaluation reports in order to extract and analyze lessons learned that could help improve future programming.

The resulting document helped to inform a paper (GB.307/TC/1) on DWCP in the context of technical cooperation that was submitted by PARDEV to the Technical Cooperation Committee of the ILO's Governing Body during its March 2010 meeting.

The Evaluation Unit of the ILO (EVAL) wishes to update the CeDRE study with information from three DWCP evaluation reports (i.e., Honduras, Tanzania and Kyrgyzstan) that have been released since the original meta-analysis was completed.

##### TORS for June-August, 2011

Under the supervision of the Evaluation Unit, the Center for Development & Research in Evaluation (CeDRE) International has responsibility for completing the following tasks:

1. CeDRE will review the six DWCP evaluation reports that served as the basis of the original meta-analysis and the guidelines prepared by EVAL for extracting lessons learned from project evaluation reports.
2. CeDRE will go to the EVAL website and download the DWCP evaluation reports for Tanzania and Kyrgyzstan. EVAL will send the Honduras DWCP evaluation as a separate file. The lessons learned from the three evaluation reports named above will be integrated with those from the previous six.

<http://www.ilo.org/eval/Evaluationreports/Countryprogramme/lang--en/index.htm>

3. CeDRE will write a report explaining the meta-analysis process and describing the results of the updated research. CeDRE will prepare additional communication products as necessary to report the results.

## ANNEX 2: Priorities and desired outcomes for DWCPs

### Priorities and desired outcomes for each of the DWCPs

The Decent Work themes and priorities reflected in the DWCP evaluations are summarized below. In some cases, these strategic priorities evolved towards the end of, or subsequent to, the period under evaluation as part of the ongoing development of the Decent Work country programming approach and may be different to those in place when the DWCPs under evaluation were being implemented.

#### Argentina priorities

These priorities have been in place from the beginning of the DWCP evaluation period. Argentina's DWCP during the evaluation period is called the National Decent Work Plan (PNTD) 2005-07.

**Priority I: Promote and ensure compliance with principles and fundamental labour rights**

**Priority II: Create more opportunities for women and men to provide them with income and decent work**

**Priority III: Expand coverage and effectiveness of social protection**

**Priority IV: Strengthen Tripartism and Social Dialogue**

#### Cross cutting issues

1. Policy coordination
2. Inclusion of the concept of decent work in public policies
3. The role of the ILO Office in Argentina in the management and shared use of knowledge
4. On-line reference service
5. Preparation and updating of thematic electronic bibliographies

#### Indonesia priorities and desired outcomes

Indonesia developed country programmes for 2002-03 and 2004-05 and in 2005 prepared its first official DWCP for the period 2006-2010. Over time, it has better refined its issues and targeted its interventions. The current DWCP is composed of three main priorities which together encompass seven desired outcomes, 13 performance indicators and 22 targets.

### **Priority I: Stopping exploitation at work**

**Outcome 1:** Effective progress on the implementation of the Indonesia National Plan of Action on the worst forms of child labour

**Outcome 2:** Improved labour migration management for better protection of Indonesian migrant workers, especially migrant domestic workers

### **Priority II: Employment creation for poverty reduction and livelihoods recovery, especially for youth**

**Outcome 1:** Employment targets in the Indonesian Government's Medium-Term Development Plan (RPJM) are underpinned by a set of policies and programmes that emphasize pro-poor employment growth

**Outcome 2:** Effective implementation of employment-intensive and other livelihood programmes for crisis-affected areas, especially Aceh, North Sumatra and Eastern Indonesia

**Outcome 3:** Education and training systems and policies better equip young people for employment and entrepreneurship

### **Priority III: Social dialogue for economic growth and principles and rights at work**

**Outcome 1:** Application of labour laws and practices fully in line with fundamental principles and rights at work, including through strengthened labour administration

**Outcome 2:** Workers' and employers' organizations through bipartite cooperation achieve results on labour market flexibility and job security

### **Cross Cutting Issues**

1. the effective dissemination of information on the prevention of HIV and AIDS in formal and informal workplaces
2. the effective implementation and monitoring of occupational health and safety
3. the improvement of social protection for Indonesian workers.

### **Jordan priorities and desired outcomes**

The DWCP for Jordan was signed in August 2006 and covers the period 2006-09.

### **Priority 1: Enhanced employment opportunities and economic integration for women and men**

**Outcome 1:** Enhanced capacities of the government, social partners and national institutions

to develop and implement employment strategies and services targeting specifically youth and women

**Outcome 2:** Small enterprises for job creation and poverty alleviation boosted

**Priority II: Improved governance and social dialogue**

**Outcome 3:** Improved institutional capacity for labour administration and for ensuring employers' compliance with international labour standards

**Outcome 4:** Conducive environment for social dialogue established

**Priority III: Enhanced social protection**

**Outcome 5:** Improved social security sustainability and institutional capacity for the protection of the most vulnerable workers and the elimination of child labour

**Philippines priorities and desired outcomes**

A new draft DWCP was being prepared at the time of the DWCP evaluation and covers the period 2006-09.

**Priority I: Employment promotion through local approaches**

**Outcome 1:** Strengthened provision by local institutions and partners of employment and entrepreneurship services by young men and women that can lead to more effective policies for youth employment

**Outcome 2:** ILO constituents and key partners apply local development strategies to enhance economic and social opportunities for women and men in selected locations, including Mindanao and other conflict-affected areas

**Priority 2: Improved social protection and labour market governance**

**Outcome 1:** The capacities of the tripartite constituents are strengthened to deliver better and more efficient services and labour market governance is improved through a process of social dialogue

**Outcome 2:** In line with the National Program Against Child Labour and the Philippine Time Bound Program, children are progressively withdrawn and prevented from the worst forms of child labour

**Outcome 3:** Social protection is improved for specific sectors, including indigenous peoples, seafarers, migrant and domestic workers and workers in the informal economy

**Outcome 4:** Social protection coverage is expanded and a mechanism is developed to provide



overseas migrant workers with access to social security coverage.

### **Ukraine priorities**

Ukraine's DWCP was finalized in 2005 and covers the period 2006-07. The following priorities have formed the basis of the Decent Work Agenda in Ukraine since 2000.

**Priority 1: Deepening the democratization process through strengthening social partners and social dialogue**

**Priority 2: Promotion of more and better employment opportunities for men and women**

**Priority 3: Closer alignment with European Union Standards**

### **Zambia priorities and outcomes**

The DWCP for Zambia was drafted in 2006 and finalized in late 2007 and covers the period 2007-2011.

**Priority 1: More and better employment for the youth, women and people with disabilities (vulnerable groups)**

**Outcome 1:** Policies, legislation, strategies, programmes and resources facilitating the creation of decent employment for the youth, women and people with disabilities in place and implemented in accordance with the National Employment and Labour Market Policy (NELMP) (within 4-6 years)

**Outcome 2:** The target groups have enhanced employment and self-employment opportunities, assisted by improved access to business development services, management and technical skills, and financing mechanisms, and supported by national Budget and cooperating partners

**Outcome 3:** Reduced risks, vulnerabilities and Decent Work deficits facing the target groups in seeking and maintaining decent employment (including with basic social protection), and graduating from informal to formal employment and enterprises, including by taking account of the comments of the Committee of Experts on the application of fundamental and priority ILO Conventions

**Priority 2: Responding to HIV and AIDS challenges in the World of Work**

**Outcome 1:** National and sector-wide HIV and AIDS workplace policies for the formal and informal economies based on ILO's Code of Practice adopted by government, the social partners, and other key stakeholders in both the formal and informal economy, with evidence of socio-economic impacts

**Outcome 2:** HIV and AIDS workplace concerns are included and mainstreamed in other

national projects and programmes of the ILO and its developing partners

**Priority 3: Elimination of child labour, particularly in its worst forms**

**Outcome 1:** A national Child Labour policy formulated and action plan to combat Child Labour and Trafficking adopted and implementation started within 2-4 years

**Outcome 2:** Greater awareness of child labour issues among ILO constituents, decision-makers and implementing agents, the media and local communities, and effective advocacy and lobbying mechanisms

**Outcome 3:** Child labour issues and concerns are promoted, included and mainstreamed in other national projects and programmes of the ILO and its developing partners.

**Honduras priorities**

**Priority 1: Promote the effective implementation and application of International Labour Standards (ILS) and the ratification of agreed tripartite national importance, especially Convention No. 144 on Tripartite Consultation (International work).**

**Priority 2: Strengthen the government and employers' organizations and workers in developing their capacities for establishing and implementing the National Plan for Decent Employment Generation (PNGED)**

**Priority 3: Strengthen the incidence of Economic and Social Council (CES) and the employers' organization (OE) and workers' organization (OT) in the formulation and implementation of socio-political development**

**Kyrgyzstan priorities**

**Priority 1: Employment creation, skills and employability for women and men**

**Priority 2: Improving the national Occupational Safety and Health System**

**Priority: Reducing decent work deficits in the informal economy**

**Tanzania priorities**

**Priority 1: Poverty reduction through the creation of decent work opportunities with a focus on young men and women**

**Priority 2: Reduce the incidence of child labour in its worst forms**

**Priority 3: Mitigate the socio-economic impact of HIV/AIDS in the work place**

**Cross cutting priorities**

**Strengthening the social dimensions of regional integration in East Africa for a fair globalization**

**Expanding the influence of Ministries of Labour, social partners, social dialogue and tripartism**

### **ANNEX 3: Analysis of ToR for the original six DWCP evaluations**

*Please see separate excel file for this attachment.*

## **ANNEX 4: Case studies of lessons learned from DWCP evaluations: Argentina, Philippines and Tanzania**

### **I. ARGENTINA**

The evaluation of the DWCP for Argentina covered the period 2001-2006, during which time there was a major financial crisis, paralyzing the financial system and causing a massive response by society, international financial institutions and other stakeholders. The ILO was centrally positioned to provide a range of advice and services through an integrated programme, rather than individual projects. The ILO had begun to structure its programme in Argentina under strategic objectives established in 1999 and subsequently under the emerging Decent Work concept, allowing the programme set up to address the crisis to be developed within a homogeneous conceptual framework. The ILO had access to extraordinary resources during this time when the social dialogue, coordinated by the United Nations, was getting underway. The close working relationship between the ILO and the government generated the necessary political will and commitment which led to Argentina incorporating the Decent Work concept into its structure, subsequently reaching right into the secondary school curriculum. The crisis environment provided opportunities and difficulties for the ILO.

A study has recently been undertaken by the ILO to collect valuable broader lessons learned in relation to this crisis (Maletta, 2009). The lessons learned are summarized below and are consistent with the analysis undertaken in this meta-analysis in relation to the Decent Work Agenda. Among other things, they confirm the uniqueness of each country in providing the necessary environment for institutionalizing this agenda.

#### **The ILO Role in economic and financial crises: Lessons from the 2002 Argentine crisis and its aftermath: Summary of lessons learned:**

- From the outset, adopt a tripartite approach and reach consensus on main actions through social dialogue;
- Put decent work on the national policy reform agenda;
- Develop flexible and close working relationships between the government and ILO to enable a comprehensive response to the crisis;
- Ensure a massive immediate response by providing emergency employment and cash transfers, mostly involving work requirements;
- Include exit strategies in the design of emergency measures;
- Develop decentralized employment services: improve information flows on labour market opportunities; enable quick reskilling processes; facilitate internal labour mobility and promote decentralized employment creation through local economic recovery strategies;
- Strengthen social security services in response to the needs posed by the crisis by analyzing and restructuring the social security system to provide continued and sustainable social protection;

- Build capacity and preparedness to face possible future crises.

Based on: Maletta, H. E, “ILO role in economic and financial crises: Lessons from the 2002 Argentine crisis and its aftermath”, Employment Sector Employment Report No. 4, ILO International Programme on Crisis Response and Reconstruction, ILO, Geneva, 2009.

## **II. PHILIPPINES**

The first of the DWCP evaluations undertaken in 2006 was that of the Philippines and covered a dynamic period between 2000 and 2005 during which the programming and social dialogue processes were evolving continuously. (The DWCP itself covered the period 2006-09). These processes covered two generations of the tripartite National Plan of Action for Decent Work, the Medium Term Philippine Development Plan and two generations of CCA/UNDAFs (Common Country Assessment/United Nations Development Assistance Frameworks). The ILO’s experience with the Philippines included a long history of tripartism, with the Philippines being one of the first of the ILO’s member states to adopt “decent work and productive employment” as a development objective in its national development plan.

The DWCP for the Philippines was therefore assessed as being relevant in terms of responsiveness to constituent priorities and consistency with national development frameworks, and also considered well positioned in terms of collaboration with UN and other partners.

Whilst the individual interventions were judged to be technically sound and effective, there was considered to have been a lack of coherence in terms of how these interventions formed the overall country programme. The evaluation found that there were many diverse inputs from different ILO activities and funding sources which did not necessarily result in a clear DWCP strategy and focused outcomes. The many types of activities undertaken, and their dispersed nature, represented a more traditional project, rather than programme, approach. In addition, as the four strategic objectives of the Decent Work Agenda had also been covered in separate programmes, a single integrated ILO programming model had not been developed. This meant there was a need to put in place a stronger results matrix for the DWCP and for formulating M&E practices which would give coherence between project activities, UNDAF and the results framework.

In terms of funding, it was found that more attention needed to be given to mobilizing the necessary resources for an integrated DWCP and to addressing the problems caused by the short term funding of individual activities and those encountered with pilot programmes.

In terms of institutional issues, while the tripartite process was considered strong, the learning process that took place made it evident that it was quite critical to have the involvement and “buy in” of a much wider group of strategic partners. There were also issues to be addressed in the tripartite arrangements in terms of who the representatives represent and their ability to make decisions. The DWCP evaluation considered that the Tripartite Decent Work Advisory

Committee would be more effectively utilized in helping to consolidate and implement the Philippines' National Plan of Action for Decent Work (NPADW).

The need to develop capacity was highlighted in the evaluation report, particularly the capacity of social partners for strategic planning and results-based management and for the inclusion of joint risk assessment into planning implementation and review. The overall capacity building was needed to cover results-based strategies and management, knowledge management, as well as integrated programme design, M&E systems. This would need to be done in step with the UN system as a whole, which faced similar challenges at the country programme level.

### **III. TANZANIA**

The evaluation of the Tanzania DWCP (including Tanzania mainland and Zanzibar) for the period 2004-10 was undertaken in 2010 and is the most recent of the nine DWCP evaluations. The DWCP itself was signed in 2006 and covered the period 2006-10. Since the commencement of the DWCP, the ILO has been helping to consolidate projects and other activities within a broad strategic DWCP framework. The evaluation found that although all of the country programme activities could be incorporated within each of the four strategic objectives of the Decent Work Agenda (DWA), for the most part the implementation of these activities was discrete with very little sense of complementarities or of working towards a greater goal.

The DWCP 2006-2010 incorporates all past activities, organized under three main and two cross-cutting priorities and categories/priorities and nine country outcomes. The various outputs and outcomes under each priority were for the most part independent from one another and lacked strategic synergies or complementarity among them. However, in July 2009 the Dar es Salaam Office retrofitted the DWCP workplan to ensure improvement of the quality of indicators and of the overall evaluability of the Programme. The retrofitting exercise was the first time all programmes and projects in the DWCP were brought together to discuss and analyze the different outcomes, outputs, activities and indicators.

The projects and activities organized under each DWCP priority made varying progress towards overall outcomes, notably contributions towards strategies, policies and action plans:

#### **Priority 1: Poverty reduction through the creation of decent work opportunities with a focus on young men and women.**

The ILO supported the development of the National Employment Policy and Programme through a technical cooperation project and direct technical assistance to the MLEYD. The main outcomes of this support were the National Employment Policy and Strategy, the National Youth Employment Action Plan, and the National Employment Creation Programmes. Project activities also supported Zanzibar in the formulation of the National Employment Policy.

## **Priority 2: Incidence of child labour and its worst forms reduced.**

Since 1994, Tanzania has been participating in the International Programme on the Elimination of Child Labour (IPEC). It was among the first countries worldwide to implement an IPEC Time-Bound Programme, which aimed at achieving effective and sustainable elimination of the worst forms of child labour within the framework of the Worst Forms of Child Labour Convention, 1999 (No. 182). A key achievement of this programme was the drafting and implementation of the National Action Plan for the Elimination of Child Labour. Tanzania also benefitted from the ILO's project on skills training strategies to combat the worst forms of child labour. It aimed to reduce the incidence of child labour in the urban informal economy through nonformal low-cost skills training and promoting access to services that ensure decent work.

## **Priority 3: Socio-economic impact of HIV/AIDS in the workplace mitigated.**

The ILO's country programme supported the development and implementation of appropriate policies on gender equality, HIV/AIDS prevention and anti-discrimination policies in the workplace. It also provided various capacity building activities and direct technical advice services such as the piloting of results from studies and good practices for furthering the agenda of the global campaign on social security and coverage.

The ILO country programme also included various capacity building activities aimed at strengthening the social dimensions of regional integration in East Africa. The strengthening of tripartism and social dialogue was a key objective of the "Strengthening Labour Relations in East Africa" (SLAREA) project funded by the United States Department of Labour. The project was instrumental in bringing about labour law reform.

The evaluation findings in terms of relevance, coherence, efficiency, effectiveness and sustainability were as follows.

### **Relevance**

The evaluation found that the relevance of the country programme had evolved and matured over the six-year period, advancing from a portfolio that consisted mainly of project implementation to one of relevant policy support.

The three specific priorities and the two cross-cutting priorities of the DWCP were approved by tripartite constituents. They were found to be quite relevant and well-aligned to the National Poverty Reduction Strategies (MKUKUTA, the Tanzania Poverty Reduction Strategies and MKUZA, the Zanzibar Poverty Reduction Strategy), United Nations Development Assistance Framework (UNDAF) and the Decent Work Agenda for Africa and were also found to contribute to the various DAO Joint Programme (JP) components.

### **Coherence**



The evaluation found that there were improved logical linkages among the projects within the current DWCP and with the other DAO JPs. Progress towards better alignment with outside external partners was also evident. ILO participation in the DAO helped it to better align with the Government's Joint Assistance Strategy for Tanzania (JAST) objectives to strengthen Government core processes for planning, budgeting and monitoring through the DAO.

### **Efficiency**

The evaluation addressed some issues on administrative efficiency. The management of the DAO Joint Programme 1 (JP1) was found to present challenges due in part to the ILO's administrative systems and programming capacities, which were tested while learning to work effectively with other UN agencies. The UN agencies in Tanzania were found to have been increasingly coordinating their efforts through coordination and working group meetings to respond to the JAST objectives. The ILO also issued an Office Procedure on the implementation of the Harmonized Approach to Cash Transfers (HACT) outlining the use of the procedure by ILO external offices. This move towards better alignment should boost the low performance ratings of JP1 arising from the slow delivery against work plan targets, and the lack of (process) performance indicators relating to aid effectiveness.

### **Effectiveness**

The evaluation found that the ILO supported major policies and laws drafted in Tanzania included the Employment and Labour Relations Act, 2004, the Labour Institutions Act, 2004, the Workmen's Compensation Act, 2008, and the Social Security (Regulatory Authority) Act, 2008. The ILO's participation in the JPs expanded the range of stakeholders beyond the tripartite constituents. For example, through its role in JP2 (reduction of maternal and newborn mortality), and JP3 (support to the HIV/AIDS response), the ILO was found to have increased its coordination with the Ministry of Health. ILO social partners are now able to collaborate with other ministries beyond the MLEYD and other UN agencies and civil society actors.

### **Sustainability**

The ILO's participation in the JP steering committees and technical working groups supporting implementation of the DAO were found to represent good practice for the implementation of its DWCP. While not assuring sustainability after project completion, it enhances such prospects as well as granting greater ownership to national stakeholders.

However, maintaining, consolidating and sustaining ILO achievements in the United Republic of Tanzania will call for more effective monitoring and evaluation, and better prioritization of existing resources.

The evaluation concluded that the ILO needs to redirect its effort in Tanzania to identify the right mix of project implementation and policy support activities. The best way thought to

achieve this is to design and manage its programme and projects with this mix in mind. The use of a results framework (logical framework) would lead to better planning and monitoring.

The evaluation also concluded that the ILO needs to reconsider its level of ambition, taking account of its comparative advantage, the responsibilities of an ILO office and a realistic level of funding support. A carefully planned country strategy and business plan that targets time and results would help accomplish this.

The evaluation also felt that the achievement of the DWCP outcomes would depend on whether the challenges hindering its effective and efficient implementation were addressed. This would require conducting more comprehensive needs assessments for capacity building of constituents' institutions and implementing partner organizations, and revamping current monitoring and evaluation activities and portfolio reviews. Institutional, technical, financial and administrative viability were considered to be key elements of this analysis, especially in the context of the JAST and the HACT.

### **Harmonization**

The ILO's participation in the DAO JP was found to provide opportunities for harmonization of administrative practices and establishing synergies among the DWCP projects and assist closer coordination with other development partners to avoid duplication and optimize complementarities. The hazards of delivering development outcomes in an uncoordinated environment in which there is a potential for working at cross-purposes were considered to pose major challenges for the ILO's risk management, onward planning and strategic placement in the country.

## ANNEX 5: World Bank approach to the evaluation of country programmes

### World Bank Country Programme assistance strategy

This methodological note describes the key elements of the Independent Evaluation Group (IEG) country assistance evaluation (CAE) methodology. In this note, “*assistance program*” refers to products and services generated in support of the economic development of a Client country over a specified period of time, and *client* refers to the country that receives the benefits of that program.

#### ***CAEs rate the outcomes of Bank assistance programs, not Clients’ overall development progress***

A Bank assistance program needs to be assessed on how well it met its particular objectives, which are typically a sub-set of the Client’s development objectives. If a Bank assistance program is large in relation to the Client’s total development effort, the program outcome will be similar to the Client’s overall development progress. However, most Bank assistance programs provide only a fraction of the total resources devoted to a Client’s development by donors, stakeholders, and the government itself. In CAEs, IEG rates only the outcome of the Bank’s program, not the Client’s overall development outcome, although the latter is clearly relevant for judging the program’s outcome.

The experience gained in CAEs confirms that Bank program outcomes sometimes diverge significantly from the Client’s overall development progress. CAEs have identified Bank assistance programs which had:

- satisfactory outcomes matched by good Client development;
- unsatisfactory outcomes in Clients which achieved good overall development results, notwithstanding the weak Bank program; and,
- satisfactory outcomes in Clients which did not achieve satisfactory overall results during the period of program implementation.

#### ***Assessments of assistance program outcome and Bank performance are not the same***

By the same token, an unsatisfactory Bank assistance program outcome does not always mean that Bank performance was also unsatisfactory, and *vice-versa*. This becomes clearer once we consider that the Bank’s contribution to the outcome of its assistance program is only part of the story. The assistance program’s outcome is determined by the *joint* impact of four agents: (a) the Client; (b) the Bank; (c) partners and other stakeholders; and (d) *exogenous forces* (e.g. events of nature international economic

shocks, etc.). Under the right circumstances, a negative contribution from any one agent might overwhelm the positive contributions from the other three, and lead to an unsatisfactory outcome.

IEG measures Bank performance primarily on the basis of contributory actions the Bank directly controlled. Judgments regarding Bank performance typically consider the relevance and implementation of the strategy, the design and supervision of the Bank's lending interventions, the scope, quality and follow-up of diagnostic work and other AAA activities, the consistency of the Bank's lending with its non-lending work and with its safeguard policies, and the Bank's partnership activities.

### ***Rating Assistance Program Outcome***

In rating the outcome (expected development impact) of an assistance program, IEG gauges the extent to which major strategic objectives were relevant and achieved, without any shortcomings. In other words, did the Bank do the right thing, and did it do it right. Programs typically express their goals in terms of higher-order objectives, such as poverty reduction. The country assistance strategy (CAS) may also establish intermediate goals, such as improved targeting of social services or promotion of integrated rural development, and specify how they are expected to contribute toward achieving the higher-order objective. IEG's task is then to validate whether the intermediate objectives were the right ones and whether they produced satisfactory net benefits, and whether the results chain specified in the CAS was valid. Where causal linkages were not fully specified in the CAS, it is the evaluator's task to reconstruct this causal chain from the available evidence, and assess relevance, efficacy, and outcome with reference to the intermediate and higher-order objectives.

For each of the main objectives, the CAE evaluates the relevance of the objective, the relevance of the Bank's strategy towards meeting the objective, including the balance between lending and non-lending instruments, the efficacy with which the strategy was implemented and the results achieved. This is done in two steps. The first is a top-down review of whether the Bank's program achieved a particular Bank objective or planned outcome and had a substantive impact on the country's development. The second step is a bottom-up review of the Bank's products and services (lending, analytical and advisory services, and aid coordination) used to achieve the objective. Together these two steps test the consistency of findings from the products and services and the development impact dimensions. Subsequently, an assessment is made of the relative contribution to the results achieved by the Bank, other donors, the Government and exogenous factors.

Evaluators also assess the degree of Client ownership of international development priorities, such as the Millennium Development Goals, and Bank corporate advocacy priorities, such as safeguards. Ideally, any differences on dealing with these issues would

be identified and resolved by the CAS, enabling the evaluator to focus on whether the trade-offs adopted were appropriate. However, in other instances, the strategy may be found to have glossed over certain conflicts, or avoided addressing key Client development constraints. In either case, the consequences could include a diminution of program relevance, a loss of Client ownership, and/or unwelcome side-effects, such as safeguard violations, all of which must be taken into account in judging program outcome.

### Ratings Scale

IEG utilizes six rating categories for **outcome**, ranging from highly satisfactory to highly unsatisfactory:

<p><i>Highly Satisfactory</i></p>	<p>The assistance program achieved at least acceptable progress toward all major relevant objectives, and had best practice development impact on one or more of them. No major shortcomings were identified.</p>
<p><i>Satisfactory</i></p>	<p>The assistance program achieved acceptable progress toward all major relevant objectives. No best practice achievements or major shortcomings were identified.</p>
<p><i>Moderately Satisfactory</i></p>	<p>The assistance program achieved acceptable progress toward <i>most</i> of its major relevant objectives. No major shortcomings were identified.</p>
<p><i>Moderately Unsatisfactory</i></p>	<p>The assistance program did <i>not</i> make acceptable progress toward <i>most</i> of its major relevant objectives, <i>or</i> made acceptable progress on all of them, but either (a) did not take into adequate account a key development constraint or (b) produced a major shortcoming, such as a safeguard violation.</p>
<p><i>Unsatisfactory</i></p>	<p>The assistance program did not make acceptable progress toward <i>most</i> of its major relevant objectives, <i>and</i> either (a) did not take into adequate account a key development constraint or (b) produced a major shortcoming, such as a safeguard violation.</p>

**Highly  
Unsatisfactory**

The assistance program did not make acceptable progress toward any of its major relevant objectives and did not take into adequate account a key development constraint, while also producing at least one major shortcoming, such as a safeguard violation.

The **institutional development impact (IDI)** can be rated as: *high, substantial, modest, or negligible*. IDI measures the extent to which the program bolstered the Client's ability to make more efficient, equitable and sustainable use of its human, financial, and natural resources. Examples of areas included in judging the institutional development impact of the program are:

- the soundness of economic management;
- the structure of the public sector, and, in particular, the civil service;
- the institutional soundness of the financial sector;
- the soundness of legal, regulatory, and judicial systems;
- the extent of M&E systems;
- the effectiveness of aid coordination;
- the degree of financial accountability;
- the extent of building NGO capacity; and,
- the level of social and environmental capital.

**Sustainability** can be rated as *highly likely, likely, unlikely, highly unlikely*, or, if available information is insufficient, *non-evaluable*. Sustainability measures the resilience to risk of the development benefits of the country assistance program over time, taking into account eight factors:

- technical resilience;
- financial resilience (including policies on cost recovery);
- economic resilience;
- social support (including conditions subject to safeguard policies);
- environmental resilience;

- ownership by governments and other key stakeholders;
- institutional support (including a supportive legal/regulatory framework, and organizational and management effectiveness); and,
- resilience to exogenous effects, such as international economic shocks or changes in the political and security environments.

**Source: [http://www.worldbank.org/oed/countries/cae/cae\\_methodology.html](http://www.worldbank.org/oed/countries/cae/cae_methodology.html)**

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