



International
Labour
Office

Geneva

Independent evaluation of the ILO's strategy for coherent decent work policies

September 2014

EVALUATION
OFFICE

Independent evaluation of the ILO's strategy for coherent decent work policies

**International Labour Office
September 2014**

Evaluation Office

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First published 2014

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Independent evaluation of the ILO's strategy for coherent decent work policies / International Labour Office, Evaluation Office. - Geneva: ILO, 2014

86 p.

ISBN 9789221291473 (print)

ISBN 9789221291480 (web pdf)

International Labour Office Evaluation Office.

decent work / technical cooperation / role of ILO / programme evaluation

13.01.1

ILO Cataloguing in Publication Data

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Printed in Switzerland

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Volume II

Case studies and supporting data available online on:

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

ABBREVIATIONS

ACI	Areas of Critical Importance
ADB	Asian Development Bank
AIDS	Acquired Immunodeficiency Syndrome
CEB	United Nations System Chief Executives Board for Coordination
CO	Country Office
CoopAfrica	Cooperative Facility for Africa project
CPO	Country Programme Outcome
CSO	Civil Society Organization
DAC	Development Assistance Committee
DAO	Delivering As One
DESA	UN Department of Economic and Social Affairs
DW	Decent Work
DWA	Decent Work Agenda
DWC	Decent Work Country
DWCP	Decent Work Country Programme
DWI	Decent Work Indicator
EC	European Commission
ECLAC	Economic Commission for Latin America
ECOSOC	United Nations Economic and Social Council
EU	European Union
EVAL	ILO Evaluation Office, HQ
FAO	Food and Agriculture Organization
G20	Group of Twenty Finance Ministers and Central Bank Governors
HIV	Human Immunodeficiency Virus Infection
HQ	Headquarters
IFC	International Finance Corporation
IFI	International Financial Institution
ILC	International Labour Conference
IMF	International Monetary Fund
ILO	International Labour Organization
JIU	Joint Inspection Unit
KII	Key Informant Interview
KSP	Knowledge Sharing Platform
LFS	Labour Force Survey
MAP	ILO-EC Monitoring and Assessing Progress on Decent Work Project
MDG	Millennium Development Goal
MERCOSUR	Mercado Común del Sur
NGO	Non-Governmental Organization
NSO	National Statistics Organization
OECD	Organization for Economic Co-operation and Development
OSH	Occupational Safety and Health

P&B	Programme and Budget, ILO
PARDEV	Partnerships and Field Support Department
PRSP	Poverty Reduction Strategy Paper
RBM	Results-Based Management
RBSA	Regular Budget Supplementary Account
RBTC	Regular Budget for Technical Cooperation
RO	Regional Office
SAARC	South Asian Association for Regional Cooperation
SADC	South African Development Community
SPF	Strategic Policy Framework
SSTC	South-South and Triangular Cooperation
TA	Technical Assistance
UN	United Nations
UNCT	United Nations Country Team
UNDG	United Nations Development Group
UNDAF	United Nations Development Assistance Framework
UNDESA	United Nations Department of Economic and Social Affairs
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children’s Fund
UNPDF	UN Partnership Development Framework
UPU	Universal Postal Union
US\$	United States Dollar
WFCL	Worst Forms of Child Labour
XBTC	Extra-budgetary Technical Cooperation

ACKNOWLEDGEMENTS

This evaluation was conducted by an independent evaluation team composed of Ms Lilit Melikyan, an independent evaluator and Ms Mini Thakur, ILO Evaluation Officer, with substantial inputs from Ms Carla Henry at the outset of the exercise and support from Mr Francisco Guzman, Senior Evaluation Officers at EVAL. Mr Guy Thijs, Director, EVAL provided overall guidance and inputs at various stages to the evaluation concept and process. Ms Milena Pacchiotti, an intern with ILO EVAL, assisted with the initial desk review.

The concerned staff at the ILO HQ; the ILO Regional Offices for the Central and Eastern Europe and Europe and Central Asia region; ILO Country Offices in Indonesia, Brazil, Argentina and Philippines; and ILO country coordinators for Armenia and Moldova provided strong support to the evaluation process. Their cooperation in conducting this evaluation was invaluable.

Finally, sincere thanks are due to the constituents who participated in the evaluation exercise in Armenia, Argentina, Brazil, Moldova, Philippines, Indonesia and Tanzania for their kind cooperation and useful insights.

EXECUTIVE SUMMARY

In compliance with the International Labour Organization (ILO) Governing Body's endorsed programme of work for 2014, the ILO Evaluation Unit has undertaken the current independent evaluation of Outcome 19 of the ILO's Strategic Policy Framework (SPF) 2010–2015, namely, *“Member States place an integrated approach to decent work at the heart of their economic and social policies, supported by key UN and other multilateral agencies”*.

Purpose, scope and methodology

The evaluation assesses the ILO's Outcome 19 strategy at global level and its contribution in supporting Member States to adopt coherent decent work (DW) policies through integrated approaches. This evaluation aims to identify the major achievements and obstacles encountered in order to extract the lessons learned and good practices. These are expected to facilitate decision-making on the future course of this area of ILO's work. The evaluation followed the Organisation for Economic Co-operation's Development Assistance Committee (OECD/DAC) criteria, customizing areas of enquiry, as is the nature of ILO interventions under Outcome 19.

The evaluation benefited from an extensive literature review and direct interaction with a range of stakeholders including constituents, United Nations (UN) agencies, national statistical offices (NSOs) and ILO staff members. Altogether, 103 interviews were conducted with ILO staff, constituents and UN partners. In addition, seven detailed country case studies (Armenia, Argentina, Brazil, Indonesia, the Philippines, the Republic of Moldova and the United Republic of Tanzania) were developed as part of the exercise.¹

In light of the on-going review by the UN Joint Inspection Unit (JIU),² the current evaluation concentrates on the mainstreaming of DW into national policies, except in those cases where the international organizations are not members of the JIU, e.g. in the case of the International Monetary Fund (IMF) and the European Commission (EC). The principal clients of the evaluation are the GB and the ILO Office, who continue to support achievement of Outcome 19.

Background

The recognition of the importance of coherent policies within Member States, and within and among international organizations in achieving the goal of DW has been growing since the 2004 World Commission on the Social Dimension of Globalization, the UN Economic and Social Council (ECOSOC) Ministerial Declaration on Employment Generation and Decent Work for All (2006), and the EC's Communication on Promoting Decent Work for All (2006). The ILO's Declaration on Social Justice for a Fair Globalization in 2008 was the impetus for further spreading the principle that efforts to promote the four strategic objectives of the Decent Work Agenda (DWA) should be part of an integrated strategy at both *global* and *national* levels.

Outcome 19 supports Member States in pursuing an overall integrated approach in achieving DW, and encourages collaboration with other multilateral agencies in an effort to promote the mainstreaming of the DWA into their policies and programmes. It calls for the ILO to play a strong advisory and knowledge management role, through headquarters (HQ), regional offices (ROs), decent work teams (DWTs) and country offices (COs). The outcome is measured on the basis of two major indicators:

¹ Available as Volume II of this evaluation report.

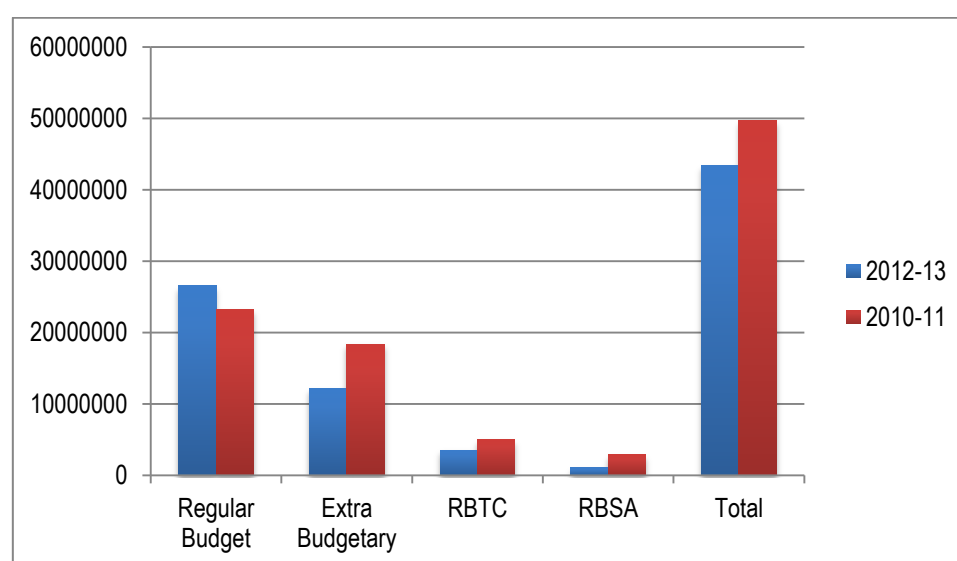
² Review of System wide implementation of full and productive employment and decent work for all as called for by ECOSOC (resolutions 2007/2 and 2008/18).

- a) number of states that, with ILO's support, make the goal of DW increasingly central to policy-making; and
- b) number of key international agencies or multilateral institutions that, through collaboration with the ILO, mainstream DW in their policies and programmes.

The total allocation for the biennium 2012–13 was United States dollars 38,167,605 (US\$), excluding regular budget for technical cooperation (RBTC), an increase of nearly 16 per cent over the 2010–11 allocation. The expenditure recorded for 2012–13 (including RBTC) was US\$43,343,084 against US\$49,725,056 (including RBTC) for the biennium 2010–11. Planned regular and extra budgetary budgets for Outcome 19 have increased in the past biennium, compared to the previous one. The amount of extra budgetary funds has largely outstripped the planned amounts. There was a decline in RBTC expenditure of almost 30 per cent between 2010–11 and 2012–13.

An analysis of country programme outcomes (CPOs) suggests that most Extra-budgetary Technical Cooperation (XBTC) support was received for regional and global initiatives, indicating that donor support for policy coherence and decent-work mainstreaming activities at the national levels is still limited.

Figure 1. Outcome 19 – expenditure in US\$ by source: biennia 2010–11 and 2012–13



Note: All figures under planned resources are quoted from the Programme and Budget (P&B) planning for the corresponding biennium (P&B for the biennium 2010–11, page 71, and P&B for the biennium 2012–13, page 79). Expenditure figures are sourced from final P&B implementation reports for the corresponding biennia.

Key findings

While the evaluation attempts to bring forth lessons and recommendations with regards to DW mainstreaming, it is imperative to stress that the ILO's efforts towards policy coherence, especially at national level cannot solely be assessed under Outcome 19. The evaluation report also reflects advancements made by the Office in the countries under review, to the overall agenda of policy coherence under different outcomes in: developing comprehensive and inclusive Decent Work Country Programmes (DWCPs); expanding relationships with UN partners; building constituents' capacity to contribute to policy and programme frameworks, including to the United Nations

Development Assistance Framework (UNDAF); and advancing the mainstreaming of DW into policies and programmes.

Relevance

The ILO has kept pace with global developments involving considerable dialogue with other international bodies, leading to the adoption of the Global Jobs Pact by ILO constituents in 2009, and new avenues for joint initiatives with key international organizations (e.g. European Union – EU – IMF, and the Group of Twenty Finance Ministers and Central Bank Governors – G20 – process). On the whole, ILO has used these avenues well to promote the DWA. ILO activities in the countries aimed at mainstreaming DW are in line with the priorities identified at regional and national levels.

The strategy is more relevant when DWCPs are based on thorough needs assessments, which at times, were found to be inadequate. While there is greater recognition of the role of DW in poverty reduction, better elaboration of the link between the two is needed.

The Outcome strategy and the country strategy mix are mostly relevant to the priorities of the tripartite constituents, but not always. The ILO has undertaken initiatives in line with the need to develop measurement indicators for DW, although a better assessment of the existing statistical capacities of each of the countries would have been useful.

Coherence and complementarity

Vertical coherence between activities at HQ and at RO and CO levels has been mixed. While there are positive examples (ILO-IMF cooperation), better coherence is needed in the measurement of DW. Multiple initiatives³ aimed at measuring progress in terms of DW in the countries call for better coherence within and among countries, with more attention being given to training, and building local analytical and institutional capacity.

Horizontal coherence between the components of the outcome Strategy in a given country also could be improved through the DWCPs. The outcome strategy is strongly complementary to other initiatives globally.⁴ Locally, it is complementary to other UN initiatives but complementarity with other international organizations' strategies is not so strong, although there were examples of fruitful cooperation, e.g. IMF and EC locally.

Effectiveness

Through its policy coherence initiatives, the ILO has been successful in building global alliances for DW mainstreaming. This has contributed to the fact that many international organizations mainstream DW concepts into their work, for example, the Food and Agriculture Organization (FAO)⁵, United Nations Development Programme (UNDP)⁶ and the EC.⁷ The Policy Integration Department

³ For instance, this includes the Global Jobs Pact Scans, Studies on Growth with Equity series, and Labour and Social Trends reports.

⁴ For example, this includes the United Nations Development Group (UNDG)-led post-2015 agenda negotiations, the UN Joint Crisis Initiatives, the G20 response to the global crisis, among others.

⁵ A joint website (<http://www.fao-ilo.org>) titled *Food, Agriculture and Decent Work* was launched providing resources on decent work mainstreaming in FAO policies and programmes.

⁶ The Executive Board endorsed the Global Jobs Pact as an institutional objective integrating it into the organization's operational activities (2010).

⁷ *European consensus on development 2005* and EC's *Agenda for change 2011*.

(INTEGRATION)⁸ and the Department of Statistics (STATS) had been intensively involved in DW mainstreaming and measurement. The ILO-EC Monitoring and Assessing Progress on Decent Work (MAP) project was effectively used to further strengthen these initiatives. However, to some extent, the lack of internal coherence within the ILO poses a risk to the effectiveness of this initiative, especially because of the multiple assessments³ in place concurrently.

The ILO has been successful in working with national constituents to achieve the mainstreaming of DW concepts in national development plans and relevant policies. The depth of mainstreaming varies from country to country. With regards to mainstreaming of DW in sectoral policies, several areas stood out.⁹ In others, success was mixed or low. The ILO has been mostly effective in highlighting DW concerns of women workers in policies and programmes.

Labour statistics have proved to be essential in promoting the mainstreaming of DW and feeding evidence into policy-making. This work and the initiative on the development of decent work indicators (DWIs) and decent work country (DWC) profiles were mutually reinforcing and supportive of national analytical capacity building. However, more coherence in approaches is needed for the latter, coupled with better assessment of national ownership, sustainability design and clearer messages related to their purpose. Also, there is a need to promote the use of profiles and other tools for analysis and referencing by relevant ministries. Capacity building was found to be less effective if the enabling environment is lacking.

There is clear evidence of greater reflection of DW concerns in UNDAFs and joint UN programmes; the UN System Chief Executives Board for Coordination (CEB) toolkit was useful in mainstreaming DW into national policies and UNDAFs in the countries where it was piloted. However, the effectiveness of its application has remained low.¹⁰

South-South Triangulation Cooperation has proved to be an important avenue in promoting DW mainstreaming both via special programmes and under the umbrellas of formal regional alliances.

Efficiency

ILO vertical management arrangements have mostly worked well in terms of supporting greater mainstreaming of DW, but certain challenges persist, e.g. related to vertical coherence and the availability of experts regionally and locally to provide technical support in high-level collaborations as well as timely response to national constituents' technical assistance (TA) requests.

There are indications that financial resources are being efficiently used and some key global initiatives are leveraging resources. At the national level, the unjustifiably short duration of the projects (in relation to the defined outcomes), coupled with delays in approval, launch and transactions is reducing the efficient use of the time available.

⁸ After the reform process, the Multilateral Cooperation Department (MULTILATERALS) has subsumed some of its responsibilities.

⁹ Notable examples include: Elimination of Worst Forms of Child Labour; forced labour, and trafficking, promoting youth employment, improved governance of labour migration, and anti-discrimination policies at the workplace.

¹⁰ Independent evaluation: ILO: *Developing the UN CEB Toolkit within the Decent Work Campaign* (Geneva, 2010), and country case studies under this evaluation.

ILO visibility is rather low in some countries, ultimately hindering the mainstreaming of DW, which is largely due to the lack of a wider communications strategy. So far, systems for learning across organizations do not sufficiently support the sharing of knowledge and experience on the mainstreaming of DW.

Potential for impact and sustainability

Mainstreaming DW by international agencies/multilaterals at the policy level, including in the consultations relating the post-2015 development agenda is a sound basis for sustainability. At the national level, the inclusion of DW elements in the national UNDAF has progressed. However, more integrated local UN programmes are required to sustain mainstreaming, as seen in the case of Delivering as One (DAO) countries.

DW mainstreaming activities aimed at legislation and policies is working in favour of long-term impacts, but more needs to be done to address implementation-related challenges.

The sustainability of results in terms of measuring DW is high in countries where national capacities already existed or were enhanced. In others, more focus is needed on sustainable avenues for training and capacity building at national levels.

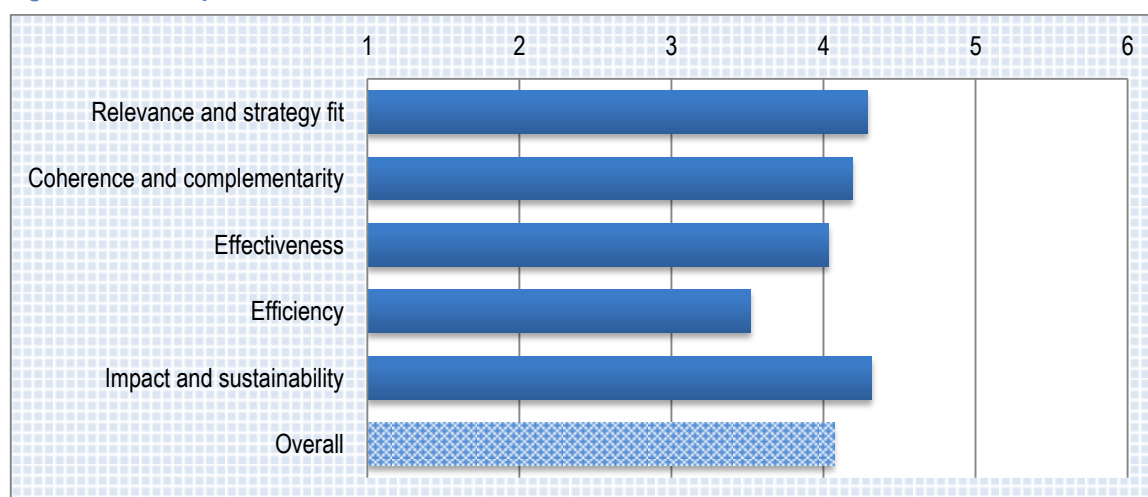
Low national ownership and funding (in some countries), lack of the necessary expertise, lack of clarity related to ILO commitment to continued support, and inadequate horizontal coherence within the ILO were found to be key limitations to sustainability.

Overall assessment

The overall scoring¹¹ finds the performance somewhat satisfactory with a comparatively higher score on impact and sustainability. This can be explained by the fact that the Office has been successful in embedding the centrality of DW in several global and international platforms with high likelihood of continued support from these agencies. Similarly, a number of upstream activities, covering national laws and policies related to DW mainstreaming were noted.

¹¹ The scoring uses a six-point scale where 1-very unsatisfactory, 2-unsatisfactory, 3-somewhat unsatisfactory, 4-somewhat satisfactory, 5-satisfactory, 6-very satisfactory. The graph represents composite scores provided by evaluation team members on the basis on constituents' feedback, and their own assessments from case study countries and HQ.

Figure 2. Overall performance score



Lessons learned

1. Use of the ILO's comparative advantage is optimized when technical advice and assistance is made available to respond to emerging national situations and/or crisis situations. The DWA gains greater acceptance when governments recognize the deficit, and are open to dialogue and new policy approaches. At the same time, close interaction with other development partners, such as multilaterals operational in the country, helps in the mainstreaming of DW concepts through a larger collaborative base.
2. Engaging with a larger spectrum of the government agencies will boost ILO visibility and also avoid situations where uncoordinated reforms are pursued by various ministries. More and closer engagement with civil society organizations (CSOs), non-governmental organizations (NGOs) and think tanks will strengthen advocacy efforts and visibility.
3. Well-coordinated actions between regional and national offices help maximize impact. The experience with DW measurement activities (specifically, the development of decent work country – DWC – profiles) illustrated a contrasting picture when parallel initiatives and indicators reduced the coherence of the approach, and the extent of impact in some countries.
4. The One-UN framework has proved to be effective in stimulating joint programmes between other UN agencies and the ILO, which facilitates the mainstreaming of DW.
5. Capacity building itself does not produce relevant results if major structural issues are not solved. In such circumstances, resources for capacity building could be channelled in other directions, where more efficient results could be seen.
6. Achieving DW mainstreaming in legislation and policies is only a first step. Awareness raising around the reform agenda should receive better recognition as an important ingredient of capacity building. It will facilitate the 'buy-in' from the users of the services.

-
7. NSOs across Member States have varied capacities requiring different levels of engagement with regard to the development of decent work indicators (DWIs) and DWC profiles. The process of identifying and developing DWIs is more effective in countries with long-standing experience in working with the ILO to improve labour statistics.

Recommendations

Recommendation 1: Continue with the current mainstreaming efforts at the global level taking advantage of past experiences.

Recommendation 2: Further strengthen the ILO comparative advantage on DW and labour statistics

Recommendation 3: Develop and announce a clear strategy on a future approach to measuring DW.

Recommendation 4: Aim at clearly positioning ILO's mandate on DW measurement and mainstreaming in the next Strategic Programme Framework.

Recommendation 5: Develop strategies and processes to enable better targeting of multilateral agencies in mainstreaming DW.

Recommendation 6: Prioritize assistance related to resolving structural issues related to capacity building if the former pose a major challenge.

Recommendation 7: Improve sustainability assessments at the design stage with special focus on putting sustainability concerns into the design of initiatives.

1. INTRODUCTION

The decent work (DW) concept was first formulated in 1999 by ILO's constituents – governments, employers and workers – with the aim of shaping ILO's vision and priorities in a changed globalized context. It is defined as “productive work in the environment of freedom, dignity, and equality”, and is based on the understanding “that work is central in people's lives as well as in their communities' development and prosperity.” ILO promotes DW as a final goal to be achieved through its four interrelated and mutually supportive objectives.

- **Employment creation:** promoting economic environments that generate opportunities for investment, entrepreneurship, skills development, job creation and sustainable livelihoods.
- **Guaranteeing rights at work:** obtaining recognition and respect for the rights of all workers.
- **Extending social protection:** promoting both inclusion and productivity by ensuring that women and men enjoy working conditions that are safe, allow adequate free time and rest, take into account family and social values, provide for adequate compensation in case of lost or reduced income and permit access to adequate healthcare.
- **Promoting social dialogue:** involving strong and independent workers' and employers' organizations, in order to avoiding disputes at work, increasing productivity and building cohesive societies.¹²

Gender equality and **non-discrimination** are included as cross-cutting objectives.

These four “pillars” of the ILO's Decent Work Agenda (DWA) aim to promote rights at work, encourage decent employment opportunities, enhance social protection and strengthen dialogue on work-related issues. ILO's goal for mainstreaming DW into policies and programmes at global and national levels is currently articulated in the Strategic Policy Framework (SPF) 2010–15 as Outcome 19: “Member states place an integrated approach to decent work at the heart of their economic and social policies, supported by Key UN and other multilaterals.” Outcome 19 underlines the importance of embedding the DWA at the centre of national governments' social and economic policies, and provides criteria that define for the Organization some of the important elements of “mainstreaming”. Collaborating with the United Nations (UN) and other multilateral agencies for greater mainstreaming of DW elements in their own policies and programmes is also one of the key strategies. At the same time, the ILO is committed to strengthening “the informational and analytical underpinnings of integrated policies and programmes across the ILO's four strategic objectives within the overall framework of sustainable development.”¹³ Decent Work Country Programmes (DWCPs) have been established as the main vehicle for the delivery of ILO support to countries.

In compliance with the ILO Governing Body's endorsed programme of work for 2014, the ILO Evaluation Unit (EVAL) has undertaken the current independent evaluation of Outcome 19 of the ILO's SPF 2010–15. In assessing Outcome 19, the evaluation examined its global strategy and

¹² *Decent Work Agenda*. ILO, 2014, <http://www.ilo.org/global/about-the-ilo/decent-work-agenda/lang--en/index.htm> [accessed 19 September 2014].

¹³ ILO. *Strategic Policy Framework 2010-15: Making decent work happen*, Governing Body, 304th Session, Geneva, Mar. 2009, GB.304/PFA/2(Rev.).

contribution in supporting Member States to adopt coherent policies for DW through integrated approaches.

It is important to highlight that there is no explicit strategy for Outcome 19. Therefore, the phrase “Outcome Strategy” in this evaluation report is used to refer to relevant text in the SPFs and Programme and Budget (P&B) documents.

This evaluation aims to identify the major achievements and obstacles encountered to distil the lessons learned and good practices that need reinforcing. These, in turn, are expected to facilitate decision-making on the future course of this area of ILO’s work.

The rest of this report is organized as follows:

- Chapter 2 discusses the ILO SPF for 2010–15 and Outcome 19
- Chapter 3 describes the evaluation’s scope and methodology
- Chapter 4 presents the keys findings, covering relevance, effectiveness, efficiency, and the potential for impact and sustainability
- Chapter 5 presents the conclusions
- Chapter 6 summarizes the lessons learned
- Chapter 7 concludes with recommendations.

2. ILO STRATEGIC POLICY FRAMEWORK (SPF) 2010–15 AND OUTCOME 19

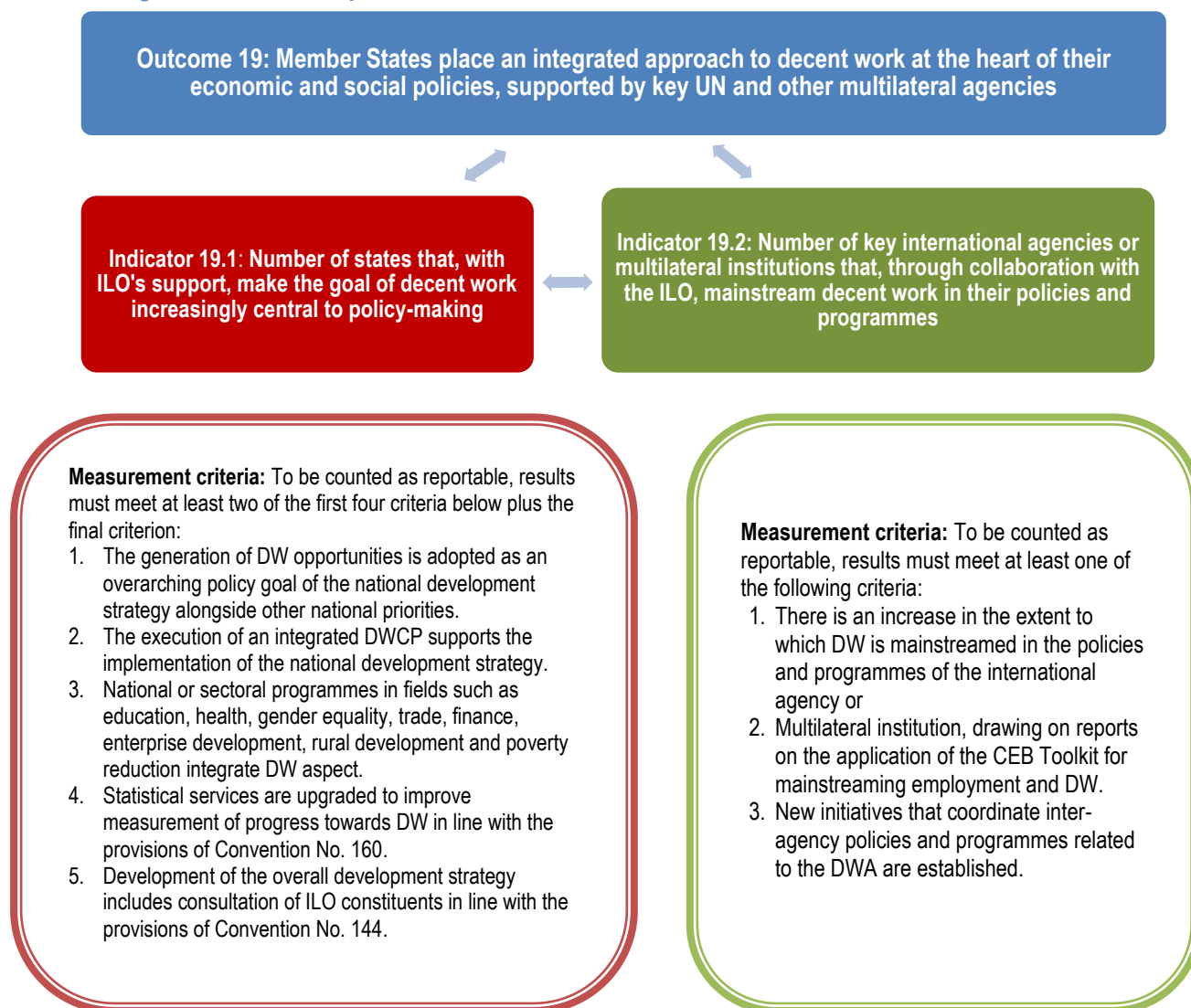
The ILO Declaration on Social Justice for a Fair Globalization adopted in June 2008 (the Social Justice Declaration) significantly influenced the preparation of the current SPF, covering the period 2010–15. It is the third major statement of principles since the ILO Constitution in 1919. It builds on the Declaration on the Aims and Purposes of the ILO (Philadelphia Declaration, 1944)¹⁴ and the Declaration on Fundamental Principles and Rights at Work (1998).¹⁵ The ILO Declaration on Social Justice for a Fair Globalization emphasizes the principle that the efforts to promote the four strategic objectives of the DWA should be part of an integrated strategy at both *global* and *national* levels. It calls upon the ILO to provide assistance to its constituents to that effect. In 2009, the ILO's adoption of its SPF 2010–15 provided the chance to revise the Organization's strategic orientation to achieve the main objectives of the DWA, providing a framework for its over the planning period, in response to the needs of ILO constituents in the context of a globalized world shaken by multiple crises. At the same time, the SPF aimed to reinforce the ILO's governance in order to effectively assist constituents in delivering on the DWA. While it aims to provide a stable framework, it is also open to adaptation in order to manage new developments, in particular through the adoption of each biennial P&B. There are 19 strategic and three governance outcomes in the ILO's SPF (2010–15), with outcomes 1–18 covering key areas under each of the four strategic objectives. In addition to the 18 outcomes under four strategic objectives, a specific outcome – Outcome 19 – is devoted to promoting policy coherence at global and national levels.

Thus, Outcome 19 supports Member States in pursuing an overall integrated approach to achieving DW, and encourages collaboration with other multilateral agencies in an effort to promote the mainstreaming of the DWA into their policies and programmes. At the same time, it calls for the ILO to play a strong advisory and knowledge management role, through its headquarters (HQ), regional offices (ROs), decent work teams (DWTs) and country offices (COs). This outcome is measured on the basis of two major indicators and a set of 'measurement criteria' for the results to be reportable (see Figure 3).

¹⁴ *Declaration on the aims and purposes of the ILO (Philadelphia Declaration)*, ILO, 1944, www.ilo.org/dyn/normlex/en/f?p=1000:62:0::NO:62:P62_LIST_ENTRIE_ID:2453907:NO#declaration [accessed 23 Sep. 2014].

¹⁵ *Declaration on fundamental principles and rights at work*, ILO, 1998, www.ilo.org/declaration/thedeclaration/textdeclaration/lang--en/index.htm [accessed 23 Sep. 2014].

Figure 3. Outcome 19 performance indicators with related measurement criteria



Sources: ILO: Strategic Policy Framework 2010–15, 304th Session of the ILO Governing Body, Geneva, Mar. 2009, GB.304/PFA/2(Rev.) and ILO: Programme and Budget for the Biennium 2010–11, International Labour Conference, 98th Session, Geneva, 2009, Outcome 19 Strategic Framework, page 73.

Outcome 19 at the country level

At the **country level**, Outcome 19 has sought to actively support constituents in the development and execution of DWCPs¹⁶ and the integration of DW into national development strategies as well as United Nations Development Assistance Frameworks (UNDAFs). This has generally taken the form of training, capacity building, consultations and applied research and communications at HQ through global products, and at the national level through country programme outcomes (CPOs).

Each DWCP is organized around a limited number of country programme priorities and outcomes, which reflect the strategic results framework of the ILO, adapted to national situations and priorities. The links between DWCP and the outcome-based workplans (OBWs) are presented in the DWCP guidebook,¹⁷ complementing the results-based management (RBM) guidebook.¹⁸ Constituents define

¹⁶ ILO DW Country Programmes are available at: www.ilo.org/public/english/bureau/program/dwcp/

¹⁷ See www.ilo.org/public/english/bureau/program/dwcp/download/dwcpguidebookv3.pdf

the DWCP outcomes in close consultation with the Office. Thus, at the country level, the DWCPs act as the main framework and CPOs as the building blocks. The DWCPs define the priorities and the targets within national development frameworks and aim to tackle the major deficits pertaining to DW through relevant and effective programmes that embrace each of the strategic objectives. The ILO advocates and expects the constituents to advocate for the inclusion of measures to close these gaps in the key national development programmes, both core and sectoral.

The participation of the ILO and its constituents in the “Delivering as One” (DAO) UN reform initiatives and UNDAFs has been an important avenue in achieving this.

As of February 2014, 99 Member States had their DWCPs finalized or were in the process of elaborating them, 61 were in stage two, i.e. approved by regional directors and another 38 were in the drafting process. It should be highlighted here that only some of these specifically aimed at policy coherence as described in Outcome 19. At the same time, it is important to underline that there are other outcomes that contribute to the mainstreaming of DW and, therefore, the numeric analysis will not give a fair picture.

An innovation, introduced in the P&B for 2014–15, is the identification of eight “Areas of Critical Importance” (ACIs). While not fully integrated into ILO’s RBM framework, they can be considered as in transition towards a new and more focused SPF.

Outcome 19 at global and regional levels

At the *global* and *regional levels*, Outcome 19 calls upon the ILO to place employment and DW at the centre of the international development agendas and to strengthen partnerships and policy coherence with other organizations, and encourage them to mainstream DW in their own policies and programmes.

2.1 Outcome 19: Typology of interventions

The SPF (2010–15) enabled the Declaration on Social Justice for a Fair Globalization to be translated into a concrete policy framework addressing DW at multiple levels. It also reflects the four strategic objectives of the DWA. The strategy for implementation of Outcome 19 recognized an overarching approach that involves governments, social partners, and international and regional institutions. In addition to multi-level partnerships, the Outcome 19 strategy relied on knowledge building and sharing, tripartite social dialogue, policy coherence monitoring and coordination, and advocacy and capacity building as the main means of action to support Member States and international organizations.

The work to implement Outcome 19 has been organized around several interrelated thematic areas, namely:

- policy coherence at national and international levels;
- responses to the global economic crisis;

¹⁸ The links between DWCP and the OBWs are presented in the DWCP guidebook, complemented in the RBM guidebook: www.ilo.org/public/english/bureau/program/dwcp/info/index.htm and ON Feinstein, S. Montroy: *A study on the evaluability of ILO’s country programme outcomes* (Geneva, ILO, 2013).

-
- mainstreaming DW into national development strategies, policies and programmes of other multilateral institutions;
 - developing DWCPs in coordination with ILO's tripartite constituents;
 - upgrading statistical services in order to measure progress towards DW;
 - improving the capacity of employers' and workers' organizations to participate in elaborating national development strategies and crisis response; and
 - undertaking research into the relationship between macroeconomic performance and labour market outcomes and inequality.

Figure 4 outlines the main means of action by implementation levels and areas of intervention. The latter essentially includes interventions aimed at knowledge building and DW measurement on the one hand, and activities aimed at building advocacy and capacity for coherent policies (at both levels) on the other.

Knowledge and measurement

Since the early 2000s, the ILO has carried out work to enable the measurement and monitoring of progress towards DW through the development of statistical and legal indicators. The ILO has integrated into the Outcome 19 strategy its support to improving national practices (statistical services are upgraded to improve the measurement of progress towards DW in line with the provisions of Convention No. 160).

A number of countries have also sought to improve their ability to measure and monitor progress towards DW, and the ILO has provided countries with technical advisory services and support under this Outcome to upgrade their labour market statistics and other related data. As part of its overall programme on measuring DW, the ILO and the EC joined forces to pilot the ILO's framework for developing national decent work indicators (DWIs) and produce DW country (DWC) profiles in 10 countries. The "Monitoring and Assessing Progress on Decent Work" (MAP) (2009–2013) project interventions included training, capacity building, consultations, applied research and communications, and the production of guidelines and other tools.¹⁹

Capacity building

The mainstreaming of the DWA has been facilitated through support to the CEB *Toolkit for Mainstreaming Employment and Decent Work*²⁰ and the application of the ILO's gender audit tool. Technical assistance (TA) and training are an essential part of the work to build the ILO's constituents' capacity.

Policy coherence and advocacy

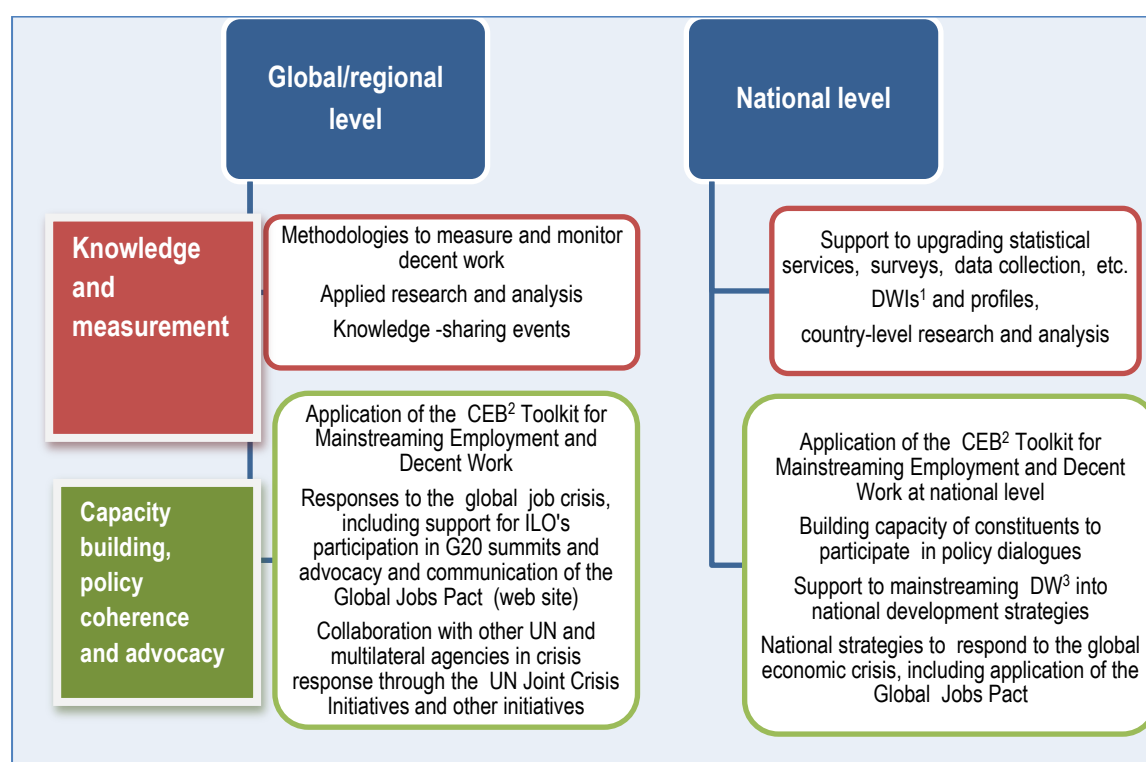
At global and regional levels, Outcome 19 calls upon the ILO to place employment and DW at the centre of international development agendas, and to strengthen partnerships and policy coherence with other organizations. The participation of the ILO and its constituents in the "Delivering as One", UN reform initiatives and UNDAFs²¹ have been important avenues in achieving this.

¹⁹ ILO DW country profiles are available at: www.ilo.org/integration/themes/mdw/lang--en/index.htm

²⁰ www.ilo.org/pardev/partnerships-and-relations/ceb-toolkit/lang--en/index.htm

²¹ www.undg.org/index.cfm?P=1532

Figure 4. ILO Outcome 19 Strategy: taxonomy of levels and types of ILO support

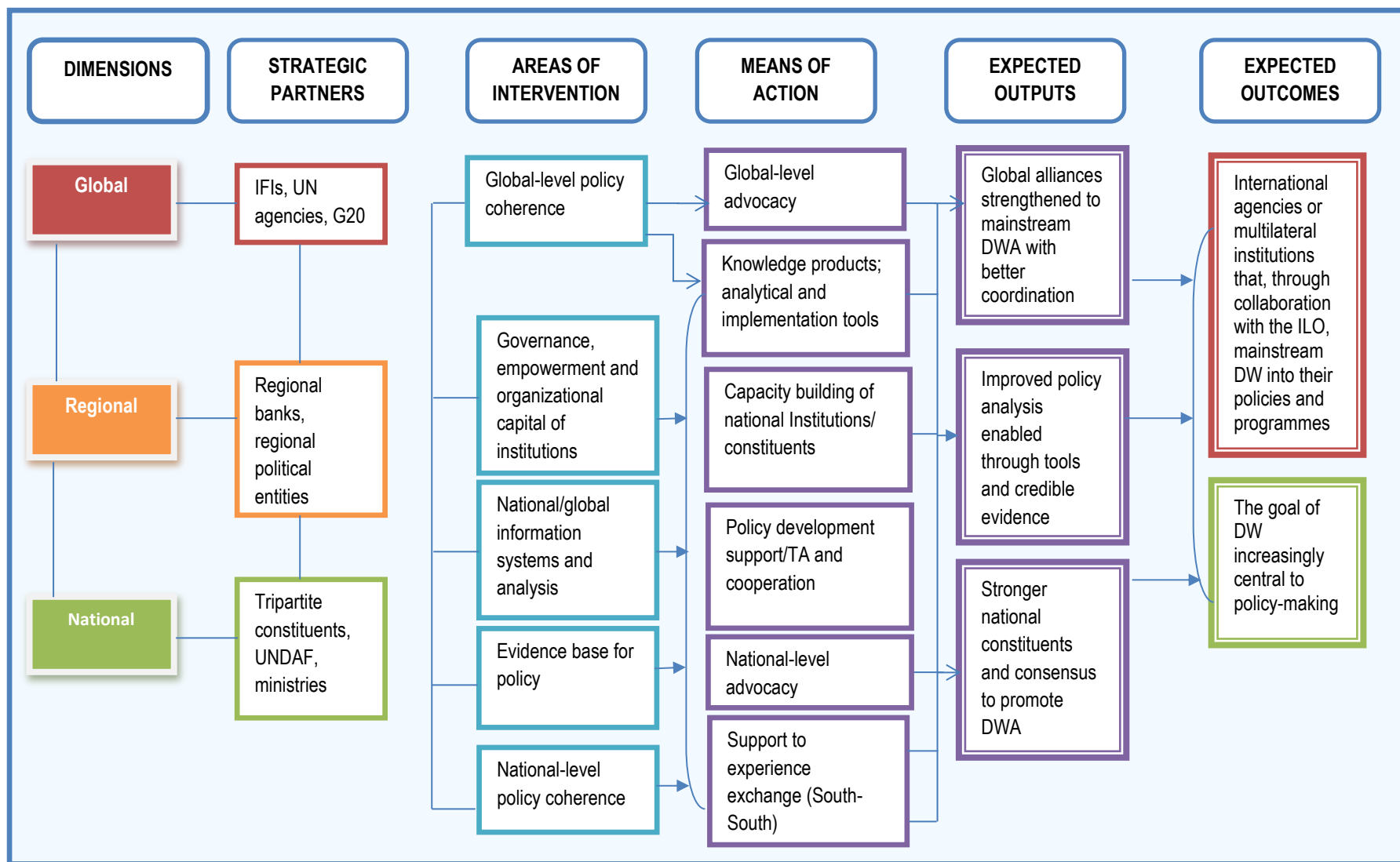


Source: Evaluation team based on the review of ILO documents.

Outcome 19: Reconstructed causal logical model

Figure 5 shows the overall (reconstructed) logical model of the Outcome 19 strategy, reconstructed to explain the logical connection between the levels of results including strategic partners for each dimension, and areas of intervention. For each area, means of action and expected outcomes are also specified. It highlights the multi-level areas of intervention that address capacity-building advocacy, consistent policy development, research and knowledge sharing through TA and technical cooperation, and support to building institutional capacity.

Figure 5. Causal logical model



Source: Developed by the evaluation team on the basis of the review of ILO documents.

Outcome 19 targets

The targets for mainstreaming DW at national and regional/global levels (related to Outcome 19 of the SPF 2010–15) are reflected in the biennial P&B documents and reported in ILO programme implementation reports (PIRs):

- in the **P&B 2010–2011**, the strategy's aim was to have at least **15 countries** with an integrated approach to DW embedded in UNDAFs or national development strategies by 2011, and at least 50 by 2015;²²
- in the **P&B 2012–2013**, the target was to have **10 Member States**, of which three in Africa, four in the Americas, one in the Arab States, two in Asia (against the baseline of zero; the number of partnerships with international financial institutions (IFIs) increased from three to five);²³
- the **P&B 2014–2015** renewed the objective, specifying that the overall goal of this strategy is to foster DW outcomes in Member States through an integrated approach in line with the four strategic objectives of the DWA, by drawing upon synergies and promoting policy coherence among the key international and multilateral stakeholders with mandates in fields related to DW. The targets were as follows: **16 Member States**, of which four in Africa, six in the Americas, one in the Arab States, three in Asia–Pacific, two in Europe–Central Asia (the number of partnerships with IFIs increased from three to five).

The countries and the international organizations eventually targeted under Outcome 19 in each of the first two implementation biennia are presented in tables 1 and 2 for indicators 19.1 and 19.2, respectively.

Table 1. Countries targeted under Indicator 19.1: biennia 2010–11 and 2012–13

		2010–2011		2012–2013	
Regions	Countries	Target 19.1	Criteria	Target 19.1	Criteria
Africa	Kenya	–	–	x	1,2, 3, 5
	Sao Tome and Principe	–	–	x	1,2,5
	South Africa	x	1, 2, 5	–	–
	United Republic of Tanzania	x	1, 2, 3, 5	x	1,4,5
Americas	Argentina	x	1, 2, 3, 4	x	1,2,3,5
	Barbados	–	–	x	2,3,5
	Belize	x	1, 2, 5	–	–
	Brazil	x	1, 2, 3, 4, 5	–	–

²² See: *Programme and Budget 2010–2011*, ILO, 2009, www.ilo.org/public/english/bureau/program/download/pdf/10-11/pb.pdf [accessed 23 Sep. 2014].

²³ See page 81: *Programme and Budget 2012–2013*, ILO, 2011, www.ilo.org/public/english/bureau/program/download/pdf/12-13/pb.pdf [accessed 23 Sep. 2014].

		2010–2011		2012–2013	
	Grenada	x	2, 3, 5	–	–
	Uruguay	x	1, 2, 4, 5	–	–
Arab States	Jordan	–	–	x	1,2,5
	Syrian Arab Republic	x	1, 2, 5	–	–
Asia and Pacific	Indonesia	x	1, 2, 3, 4, 5	x	2,3,5
	Pakistan	x	1, 2, 3, 4, 5	–	–
	Philippines	x	1, 4, 5	–	–
	Samoa (Western)	–	–	x	1,2,5
	Vietnam	x	2, 3, 5	–	–
Europe / Central Asia	Republic of Moldova	–	–	x	2,4,5

– = nil.

Source: Programme Implementation Reports 2010–2011 and 2012–2013²⁴

Table 2. Agencies targeted under Indicator 19.2 and measurement criteria: biennia 2010–11 and 2012–13

Indicator 19.2				
		2010–2011		2012–2013
International Agencies	Target 19.2	Criteria	Target 19.2	Criteria
EC	x	1		
FAO	x	1		
IMF	x	2		
Universal Postal Union	x	1		
UNDESA			x	
UNDP	x	1,2	x	1,2, 3,5

Source: Programme implementation reports 2010–2011 and 2012–2013²⁵

²⁴ Programme implementation report 2010–2011, outcome 19, ILO, 2012?

<http://www.ilo.org/public/english/bureau/program/download/pdf/10-11/iroutcome19.pdf> [accessed 23 Sep. 2014].

Programme implementation report 2012–2013, outcome 19, ILO, 2013?

<http://www.ilo.org/public/english/bureau/program/download/pdf/12-13/iroutcome19b.pdf> [accessed 23 Sep. 2014].

Global and country-specific interventions, results achieved and ILO's contribution in promoting DW policy coherence at global and national levels are presented in the P&B implementation reports focusing on Outcome 19 covering the first two biennia of the SPF 2010–2015,²⁵ which will be discussed in Section 4.3.3.

²⁵ Ibid.

3. EVALUATION SCOPE AND METHODOLOGY

3.1 The scope of the current evaluation

Working from its mandate and operational approach, the evaluation considers all of ILO's efforts to support the achievement of Outcome 19. Given the breadth of action being undertaken, the scope of the evaluation is narrowed to the time period from 2008 when the Outcome was first formulated through to 2013. As the ILO SPF outcomes and indicators were revised as from the 2010–11 biennium, reported results from those countries selected for country case studies were considered for the last two biennia, although the evaluation considered activities before 2010 in order to show the origin of current developments. The evaluation includes a review and assessment of:

- The evolving role and relevance of the ILO's strategy to mainstream DW within global efforts to find a solution to the global employment crisis, working poverty and informality;
- Evidence on how the ILO has increased the coherence and effectiveness (with respect to achieving results) of its support to Member States through various forms of direct support;
- The ILO's capacities and performance regarding the implementation of this approach from HQ, the ROs and COs (in selected countries), including the review of management arrangements, and global and national partnerships involving constituents, and other UN agencies, development agencies and civil society organizations (CSOs);
- The results-based framework, the choice and the use of indicators, and the reviewing and reporting of progress within the P&B framework as well as capacity-building related initiatives such as DWCPs;
- The level of coordination and collaboration across the ILO and between ILO HQ and COs to maximize the support to constituents in improving enterprises' sustainability and DW.

In the light of the ongoing UN Joint Inspection Unit (JIU)²⁶ evaluation of the mainstreaming of the DWA into the work of its member organizations, it was decided that the current evaluation would concentrate on mainstreaming DW into national policies, except for those cases when the international organizations are not members of the JIU, e.g. in the case of the IMF and the EC (see Table 2). Hence, this evaluation does not address the inclusion of aspects of the DWA by UN agencies in the countries at the level of UNDAFs except in those ILO-targeted countries where such mainstreaming was part of ILO's programme of work. The principal clients for the evaluation are the Governing Body and the ILO Office, which continue to support achievement of Outcome 19.

²⁶ Review of system-wide implementation of full and productive employment and decent work for all as called for by ECOSOC (resolutions 2007/2 and 2008/18) with the purpose of providing information to the General Assembly/ECOSOC and the legislative and governing bodies of the participating organizations, and to the Chief Executive Board on how UN system organizations have implemented the resolutions aimed at mainstreaming or supporting the DWA with the view to be used in the finalization of the post-2015 agenda.

3.1.1 Evaluation approaches

The evaluation was mostly qualitative. It was conducted in a consultative and participatory manner, in discussions with and soliciting feedback from the ILO staff. The evaluation process adhered to the international standards for independent evaluations by the United Nations Evaluation Group (UNEG). The evaluation took place in line with the *ILO policy guidelines for results-based evaluations: principles, rationale, planning and managing for evaluations*, 2nd ed. (2013).

3.1.2 Evaluation criteria and questions

The evaluation is based on the Organisation for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC) criteria of *relevance, effectiveness, efficiency, sustainability and impact* of ILO's support in the selected countries and globally. It takes stock of the scale and content of ILO's work, including all parts of the Office that contributed to Outcome 19 in various ways. Hence, the "3 C's" of *coordination, coherence and complementarities* are also taken into account. The DAC criteria have been re-configured by the ILO to be slightly more operational.

The principal evaluation questions were identified in the terms of reference (TOR) as below:

- **Relevance and strategic fit:** To what extent is the ILO Outcome strategy relevant to achieving the overall aims of outcome?
- **Coherence and complementary:** Does the ILO strategy promote synergies with other strategic outcomes, national constituents' priorities and UN partners? Is the strategy logical and consistent?
- **Effectiveness:** How effective was the strategy in delivering intended results under each of the major strategy components? Do the results being achieved validate the means?
- **Efficiency:** How reinforcing are management arrangements to realizing results? How adequate are knowledge generation, management and dissemination? Does the programme operate against a results-based framework and maintain effective implementation and results monitoring?
- **Evidence of impact and sustainability:** What impact have ILO actions had short term, longer term, intended or unintended? To what extent have the strategy and means of actions been designed and implemented to maximize sustainability?

The TOR of the evaluation is available as Annex I of this report. The evaluation questions were refined further during the inception phase, and are presented in Annex II.

3.1.3 Evaluation management

Eval managed the evaluation. The evaluation team consisted of an independent external consultant, two senior evaluation officers, and an Evaluation Officer from Eval. At the same time all measures were put in place to assure the independence of the evaluation and eliminate any bias.

3.2 The methodology of the evaluation

3.2.1 Evaluation methodology

The methodology of the evaluation is based on the triangulation and synthesis of findings from various sources, including: ILO implementation reports on results achieved; ILO independent evaluations and other reports; key informant interviews; third party reports; site visits/in person interviews; and scoring.²⁷ Country case studies were prepared for seven countries – Armenia, Argentina, Brazil, Indonesia, the Philippines, the Republic of Moldova, and the United Republic of Tanzania. Of these, five (Armenia, Argentina, Brazil, Indonesia and the Philippines) were visited during May–June 2014, and the other two (the Republic of Moldova and the United Republic of Tanzania) were subjected to a desk. Details on the criteria for selecting the case study countries are described later in this section.

Data and information sources

Desk review: The desk review drew from a variety of documents (as below) and were assessed under the lens of the evaluation questions, listed above. The typology of the documents used for the desk review is presented below:

- ILO implementation reports and P&B documents;
- The main ILO documents included: An independent final evaluation of the EU supported project *Monitoring and Assessing Progress on Decent Work* (2014); the *Internal Stocktaking of the ILO's Programme on Measuring Decent Work: Decent Work Indicators and DW Country Profiles* (2014); the evaluation of the ILO/EC project *Developing the UN CEB Toolkit within the Decent Work Campaign* (2010), as well as findings from relevant high-level independent evaluations conducted by EVAL during 2008–2014. Other ILO documents included, but were not limited to, ILO DWC profiles, studies and self-assessments undertaken with the CEB toolkit;
- Third party reports: reports produced by the respective governments, research institutions and international organizations.

Key informant interviews (KIIs)

KIIs with key ILO staff were conducted during the scoping mission in Geneva, March 2014, as well as afterwards as the evaluation progressed. In addition, KIIs were conducted at the country level (in the case study countries) with ILO constituents, ILO field offices, offices of the UN Resident Coordinators in the countries and key partners among the donor community. In countries not visited, interviews with key stakeholders were conducted either telephonically or through Skype. Some of the constituents from the United Republic of Tanzania were also interviewed in person while they were in Geneva for the 2014 International Labour Conference (ILC). About 103 interviews were conducted, in all. The list of interviewees is available in Annex III. The purpose of the KIIs was to verify the information from the ILO implementation reports and to add qualitative data on the factors stimulating or hindering the achievements of the planned results.

²⁷ The scoring used a 6-point scale where 1 is 'highly unsatisfactory' and 6 is 'highly satisfactory'. The scores were based on the analysis of performance against the evaluation criteria (relevance, coherence, efficiency, effectiveness, impact and sustainability) described in the country reports. Each of the broad evaluation criteria was further divided into sub-criteria and scored on the same scale. Scores for each broad criterion, therefore, represent a composite score of sub-criteria. Finally, taking into account the scores obtained by each country, a composite of composites (double composite) was calculated. All scores were given by evaluators, based on primary data and desk reviews.

- **Selection of case study countries for in-depth review:** Seven countries were selected for the case studies: Armenia, Argentina, Brazil, Indonesia, the Philippines, the Republic of Moldova, and the United Republic of Tanzania. The sampling was based on the following criteria: coverage of all the regions; mix of low-income and middle-income countries; coverage of various performance criteria; mix of the countries which were targeted under Outcome 19 either only in 2010–2011 or only in 2012–2013, in both or in none (Armenia was not reported under Outcome 19, but provided an interesting case for comparison with countries targeted under the Outcome; as a country without a signed DWCP).²⁸
- **Evaluation methods:** Triangulation involves developing the reliability of the findings through multiple data sources bringing as much evidence as possible into play from different perspectives in the assessment of hypotheses and assumptions. In the assessments of the outcomes, an attempt was made to attribute the results to the programme when feasible: when not feasible, contribution analysis was used.²⁹

There are significant differences in the specific evaluation questions and approaches that were applied for national- and global-level work under Outcome 19:

- **National level:** Two levels of analysis were carried out: (a) review of the targeted and achieved reporting by the countries (based on the information from Table 3 (see Section 4.3.3); and (b) analysis of the achievements of the targeted countries, based on Table 3, where 19 countries chose targets under Outcome 19 (overall in both biennia) based on the sample of countries selected, as part of the in-depth review and a broader list of countries based on the existing evaluations;
- **Global level:** as can be seen from Table 2, the following international organizations were targeted under Outcome 19.2: EC, Food and Agricultural Organization (FAO), the International Monetary Fund (IMF), Universal Postal Union (UPU), UN Department of Economic and Social Affairs (UNDESA) and the United Nations Development Programme (UNDP). As mentioned above, JIU is carrying out an evaluation into its members' mainstreaming of DW. Hence the current evaluation assesses mainstreaming of DWA by the IMF, and the EC. A small desk study focusing on an IMF-ILO cooperation initiative in Bulgaria was initially planned but later omitted due to insufficient data, and the lack of ILO's active presence at the time of evaluation.

3.2.2 Evaluation approaches

The evaluation was mostly qualitative. It was conducted in a consultative and participatory manner, in discussions with and soliciting feedback from ILO staff. At the same time, all measures were put in place to ensure the independence of the evaluation, and the elimination of bias (e.g. through the presence in the team of an independent evaluation consultant and the anonymity of the responses to

²⁸ For reasons unrelated to the DWCP itself, but to a disagreement between the Government of Armenia and the ILO related to certain privileges and immunities for ILO staff, although the 1947 Convention on Privileges and Immunities of UN specialized Agencies, was ratified by Armenia). DWCP signing was postponed until a solution was found. The ILO Moscow Office and ILO Geneva are in consultations with the Armenian mission in Geneva in order to have this issue solved for the next DWCP.

²⁹ Based on: J. Mayne: "Addressing attribution through contribution analysis: Using performance measures sensibly", *Can J Program Eval.* (2001, Vol. 16, No. 1).

the KII questions). The evaluation process adhered to the international standards for independent evaluations by UNEG. The evaluation took place in line with the ILO guidelines for results-based evaluations.

3.2.3 Limitations

The scope of the evaluation was somewhat constrained in the following ways:

- a. The current evaluation is confined to Outcome 19 and considers the design of targeted DWCPs, but not the implementation of DWCPs in non-case study countries. As far as possible, activities under other outcomes that might have indirectly contributed to Outcome 19 were covered during the interviews;
- b. The implementation planning and reporting system of ILO, as described earlier, works in such a way that the individual country offices, based on consultations with constituents and selected CPOs, can choose which indicators to link to and report against at the implementation planning stage.³⁰ Thus, the performance of each country was assessed only against the indicators selected (by the country) for delivery under the biennia under review;
- c. There were not enough information and resources available for this evaluation to assess thoroughly the cost effectiveness of the Outcome Strategy. References are made with this regard whenever information was found in EVAL's reports.

³⁰ Outcome coordinators and PROGRAM finally decide whether the reported results by countries can be reflected as achieved, based on the description provided through the Integrated Resource Information System (IRIS). At times, non-reporting is also a matter of timing, i.e. delays in signing the DWCP or implementation-related delays.

4. EVALUATION FINDINGS

4.1 Relevance

4.1.1 Relevance of the Outcome 19 strategy at the global level

Relevance of the Outcome Strategy in relation to global developments

Outcome Strategy was relevant in the context of an increasingly globalized economy, keeping pace with global developments.

Although progress has been made in job creation and poverty reduction in many regions, workers still experience lack of rights, social protection and access to social security, as well as limitations related to operating in the informal economy.³¹ In the light of these challenges, the need to address inclusive and equitable employment promotion through an integrated approach that includes employment creation, workers' rights, social protection and social dialogue was very relevant. ILO's efforts to strongly reaffirm its values by adapting them to the globalized context, and to re-examine priorities, capacities and methods of work within a renewed affirmation of the relevance and mandate of the Organization, manifested in the DW strategy were adequate. The Outcome strategy has kept pace with global developments in the last decade. For example, the ILO's response to the financial and economic crisis of 2008–09 involved considerable dialogue with other international bodies and led to the constituents' adoption of the ***Global Jobs Pact*** at the ILC in June 2009.³² The UN and numerous international organizations and bodies, including the G8, G20 and EC, rapidly endorsed the Pact. It helped to firmly establish the goal of DW and full, productive employment as key in economic recovery, sustainable development and social cohesion.

Outcome Strategy was relevant to the developments pertaining to international cooperation agreements.

In 2004, the World Commission on the Social Dimension of Globalization set out a case for policy coherence across international organizations.³³ In July 2006, the UN Economic and Social Council (ECOSOC) Ministerial Declaration on Employment Generation and Decent Work for All stipulated concrete steps to implement the 2005 UN World Summit commitment. This commitment aimed to make the goal of full and productive employment and DW a central objective of national and international policies.³⁴ The EC's Communication on Promoting Decent Work for All followed in 2006. The ILO's Declaration on Social Justice for a Fair Globalization was the impetus for further spreading this acceptance. It emphasized the need to promote a global and integrated strategy toward maximizing the impact of DW, while calling on the ILO to assist Member States to make progress towards all strategic objectives, not only through country programmes but also within the UN system framework. The DWA has since obtained international consensus among governments, civil society, and workers' and employers' organizations in a relatively short time. Thus, the Outcome Strategy was relevant to the developments related to international cooperative agreements.

³¹ ILO: *The labour markets of emerging economies: has growth translated into more and better jobs?* ILO, Geneva.

³² Further information on the ILO's website: www.ilo.org/jobspace/lang--en/index.htm

³³ *A fair globalization: creating opportunities for all – brief reviews of policy issues*, World Commission on the Social Dimension of Globalization, 2004, www.ilo.org/wcmsp5/groups/public/---dgreports/---integration/documents/publication/wcms_079151.pdf [accessed 23 Sep. 2014].

³⁴ *Ministerial declaration on generating full and productive employment and decent work for all*, United Nations Economic and Social Council (ECOSOC), 2006, www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_gb_297_wp_sdg_1_en.pdf [accessed 23 Sep. 2014].

Relevance of the Outcome Strategy in relation to measuring DW: global level

Jointly with other international partners ILO has undertaken measures, which were relevant to the need to develop indicators for DW.

The 2008 ILO Declaration on Social Justice for a Fair Globalization recommended that Member States may consider “...the establishment of appropriate indicators or statistics, if necessary with the assistance of the ILO, to monitor and evaluate the progress made...”. Likewise, the Tripartite Meeting of Experts on the Measurement of Decent Work was mandated to provide detailed advice on the viability of monitoring options, and to provide guidance on possible ways of measuring the dimensions of DW. In 2008, the Governing Body, following a Tripartite Meeting of Experts, agreed to test a comprehensive approach to measuring DW during 2009, and to develop DWC profiles in selected countries. The approach was endorsed at the 18th International Conference of Labour Statisticians (ICLS) in 2008. The ILO collaborated with the United Nations Economic Commission for Europe (UNECE), the Statistical Office of European Communities (EUROSTAT), the European Foundation for the Improvement of Working and Living Conditions, and with Statistics Canada to develop measures of the quality of employment. The ILO-EC MAP project supported this work. Cooperation with the EC falls within the overall mandate and growing recognition of the social dimensions of globalization, as articulated in EC and EU policy statements.³⁵

The relevance of the project was, therefore, strongly established prior to its conceptualization targeting a well-articulated need for objective indicators that would help further delineate what ‘decent’ work means and how it could be measured, tracked and reported. The substantial groundwork carried out by the ILO favoured the conceptualization and formulation of the project (e.g. the development of 32 statistical indicators, and a high quality discussion paper), supporting its relevance.^{36,37}

The idea of the DWC profiles addressed the need to have a structured format for the analysis of the indicators. Thus, the idea of both the development of the DWIs and the elaboration of the DWC profiles was very relevant. The subsequent evaluation of the project found, however, that although a consultative approach was followed to understand the needs and limitations of such an initiative, specific country needs were not sufficiently considered in the final design. Thus, a major weakness in the project design was that it foresaw the same activities, outputs and outcomes for all pilot countries and regions, whereas the countries were identified according to their different levels of development and had different needs.

³⁵ The European Consensus on Development indicated that “...the EU will contribute to strengthening the social dimensions of globalization, promoting employment and DW for all” and that “the Community will promote DW for all in line with the International Labour Organization agenda”. The EC Investing in People (2007–2013) programme established a financing instrument to promote a broad-based approach to development. In the fourth pillar (“Other aspects of human and social development”), the programme’s first component aimed at “promoting social cohesion, employment and DW”. The programme also stated that “many of the activities should be implemented in partnership with the ILO and/or other appropriate partners”.

4.1.2 Relevance in terms of ILO regional priorities

Outcome Strategy is in line with ILO priorities identified at the regional levels.

A few examples are provided below to illustrate that the Outcome Strategy is in line with ILO priorities identified at the regional level:

- In the *DWA for the Hemisphere, 2006–15*, the ILO focuses on the growth models that promote quality employment generation and are inclusive in their approach; on strengthening the mechanisms for ensuring freedom of association; and further strides to eliminate child and forced labour, and trafficking. The ILO interventions under Outcome 19 in *Argentina* and *Brazil* are well aligned to this Agenda;
- The *DW strategy for Asia-Pacific* addresses the challenges that have seriously tested the regions' socio-economic infrastructure and development – economic crises, natural disasters, conflicts and the spread of globalization. In addition, the Asia-Pacific Decent Work Decade (2006–2015) sets five priority areas: competitiveness, productivity and jobs; labour market governance; youth employment; managing labour migration; and local development for poverty reduction. These priorities compliment the national goals for Indonesia;
- The pressure to provide DW opportunities for new labour market entrants is particularly acute in Africa. The *DW strategy for Africa* has given priority to promoting employment in rural and informal economies, to tackling youth unemployment, and to building the capacity of its constituents. The ILO's actions in the United Republic of Tanzania towards policy coherence and DW mainstreaming address the concerns expressed in regional strategy;
- *DW strategies for Central and Eastern Europe* (CEE) and *Europe and Central Asia region* (ECA) focus on employment promotion (a special challenge given that globalization coincided with the transformation to a market economy in the countries of these regions); improving social protection (important given the persisting high levels of poverty and inequality in the countries of these regions), among other issues. Policy coherence initiatives for Armenia and the Republic of Moldova are in line with these priorities.

ILO's comparative advantages and disadvantages at the global level

ILO has strong comparative advantages globally making it uniquely placed to promote DW mainstreaming.

ILO is the only international organization that is not purely intergovernmental in its governance structure. The unique tripartite mechanism is a definite strength in that the social partners and governments are involved in decision-making. The comparative advantage of the ILO in this era of globalization due to its focus on inclusive growth and labour standards led to international partners' increased awareness of ILO's comparative advantage. The CEB's mainstreaming mandate is a sign of this recognition. However, despite ILO having the comparative advantage in mainstreaming DW, the fact that UN agencies are primarily guided by their own core mandates makes it difficult for the Organization to operationalize mainstreaming, despite its good intentions and efforts (see Section 4.3.5).

4.1.3 Relevance of the Outcome Strategy at the country level

Relevance of the Outcome Strategy with regards to country contexts

Outcome Strategy has responded well to enabling environments in Member States.

The intensity of ILO's engagement with the constituents to achieve greater mainstreaming of DW into national policies has varied with time. Enabling environments have proved to be very important in defining both the level of engagement and the effectiveness of the outcomes. There is supporting evidence showing the relevance of ILO's Outcome Strategy to country contexts. The experience in *Indonesia* illustrates this point. The political transition of 1997/98 to a more democratic system shaped the landscape for DW and the ILO's active engagement with national constituents in promoting DW responded to the changed environment. In *Argentina*, DW was introduced at a time when there was growing realization in the country that a new and inclusive approach was needed to deal with the crisis. The government's openness to dialogue created a positive environment for the acceptance of DW approaches, helped in its adoption at the highest level and also created opportunities or close working relationships between the constituents facilitating DW mainstreaming. In *Brazil* too, the political environment has been extremely supportive for the ILO.

Outcome Strategy has responded well to Member States' level of decentralization.

The United Republic of Tanzania illustrates how the ILO responds to the fact that the country's labour laws and administration are different in different parts of the country – in this case, between the mainland and Zanzibar. The differences are being catered for (with some reservations, which are discussed in Section 4.3.3, related to the initiatives aimed at the measurement of DW). But they do come with some added costs in programme implementation. In its regional activities within countries, ILO has aligned its activities with the countries' needs. For example, in *Indonesia*, the focus is on three provinces to optimize the use of available resources, which is also in line with Indonesia's national strategy to make decentralization work by narrowing the development gaps in the regions through policy and programme interventions. In *Brazil*, the national DW agenda and mainstreaming activities were also supported at state levels (regional DWA for the State of Bahia).

Relevance of the Outcome Strategy with regards to main policy priorities (national development plans) as declared by the governments

Outcome Strategy has responded well to Member States' priority needs in terms of the DWA.

ILO activities aimed at mainstreaming DW into national development plans are mostly aligned with the key policy priorities identified in the country policy frameworks/national development plans, e.g. with Indonesia's Medium-Term Development Plan, the United Republic of Tanzania's National Poverty Reduction Strategies (MKUKUTAI for the mainland and MKUZAI for Zanzibar), as well as the Tanzania Development Vision 2025; Moldova 2020³⁸ (see Box 1); Armenia Development Strategy (2013–2025) with its focus on job creation and the development of human capital; and the Philippines Development Plan 2011–16.

The second generation of DWCPs were developed in a much more inclusive and consultative manner, often at the same time as the second generation of Poverty Reduction Strategy Papers (PRSPs) were being elaborated.³⁹ This has ensured greater alignment (particularly true for Indonesia, the Republic of Moldova and the United Republic of Tanzania).

³⁸ The National Development Strategy – NDS.

³⁹ Note: This term is used here for the ease of reference; the actual names differ by country.

While ILO's Outcome Strategy at the country level is aligned with the key national policy documents in all the countries, a few interesting observations emerge. In particular: (a) the link with poverty alleviation is indirect in ILO's focus on DW and, while it is conceptually relevant and the poverty alleviation role of DW has been recognized, this link needs to be better articulated; and (b) the relevance is less assured with regards to provincial-level plans, given the extent of decentralization in some countries, and the fact that, in such a case, ILO works only in selected provinces. ILO's participation in the DAO frameworks, as in the case of the United Republic of Tanzania, helps to better align its work with key national policies, in this case, with the objectives in the government's Joint Assistance Strategy for Tanzania (JAST).⁴⁰

By and large, the *thematic focus* was relevant to country contexts too. In all the countries, ILO's strategy has placed employment at its heart, in line with the spirit of the DWA and with governments' strategies. The experience in the Philippines illustrates this (see Box 2). A few examples help to illustrate the relevance of the other thematic areas in Member States: in *Armenia* and the *Republic of Moldova*, the additional focus is on reducing informality together with improving the governance of labour migration (*problems typical for transition countries*), in Indonesia, the focus is on the elimination of Worst Forms of Child Labour (WFCL), labour migration and youth employment (*aligned with the needs of this large country with a large share of young population and migration*); in Argentina and Brazil, the focus is on the rights and protection of vulnerable groups, such as children, people working in forced labour conditions and those working in informal settings, and occupational safety and health (OSH), etc.

In all the countries, the special focus on strengthening social partnerships and social dialogue was very relevant: post-Soviet states (*Armenia, the Republic of Moldova*); becoming a democratic state (Indonesia); or with weak institutions representing the social partners (the United Republic of Tanzania), etc.

Box 1. Relevance of ILO Outcome 19 Strategy: mainstreaming of DW into main policy documents, Republic of Moldova (RM)

In the Republic of Moldova, ILO's activities are in line with the Millennium Development Goals (MDGs) agenda: Moldova 2020 (National Development Strategy (NDS) has many elements of DW included in it, e.g. related to social assistance; and Rethink Moldova. A variety of human rights based approaches to economic and employment targets within the country's development programmes and strategies⁴¹ bear the effects of ILO values, expertise and country-level interventions. This has also been evident within the tripartite DWCP Rapid Assessment (December 2009) where constituents have unanimously recognized ILO's assistance as being in harmony with the country's main strategies and policies. The ability of the ILO to reprioritize its interventions as a result of changing national contexts and needs (for instance, due to the global economic crisis) was highly appreciated.

⁴⁰ ILO: *Independent evaluation of ILO's country programme in the United Republic of Tanzania, 2004–2010* (Geneva, 2010). See for example: Talking Notes for Hon. Minister for Labour and Employment, 56th Session of the UN Commission on the status of Women (CSW), 27 February–9 March 2012; theme: "The Empowerment of Rural Women and their Role in Poverty and Hunger Eradication, Development and Current Challenges"; ILO: *Independent evaluation of Decent Work Country Programme 2006–2010* (Geneva, 2011?); ILO: *Independent evaluation of Decent Work Country Programme 2013–2016* (Geneva, 2013?), etc.

⁴¹ National Employment Strategy, 2008–2015; Rethink Moldova Development Strategy, Draft Association Agreement EU–RM, Human Rights Action Plan, etc.

Box 2. Employment creation at the heart of DWA in the Philippines: ILO's role

In the Philippines, ILO support is in line with the government's development plan for 2011–16, which has placed employment at the centre of its policy goals. It underscores the need to increase decent and productive employment, and to enhance inclusive job-rich growth. To support this, in 2010, the ILO delivered a paper on employment, which was presented during tripartite consultations to gather inputs to the Portworker Development Programme (PDP). ILO also delivered training on employment targeting to the Department of Labor and Employment (DOLE) as well as relevant other national agencies, which is credited with enabling them to develop national employment targets included in the PDP. Under the leadership of DOLE, the Philippines Labour and Employment Plan 2011–16 (LEP) also included a sectoral plan on the policies and programmes that underscore the strategic objectives of the DWA. While the ILO was a major supporter of LEP, its adoption has further enhanced the relevance of ILO's support to promote decent work in the country.

When measures are in place to strengthen the evidence base, in particular areas of DW, the Outcome Strategy mostly responds to actual needs but not always.

A number of countries benefited from the fact that the latest DWCPs were developed after development of DW country profiles providing sound contextual analysis. Also, often ILO commissions research into specific topics before getting deeply involved in those areas: this has also helped to ensure high thematic relevance. The increasingly inclusive nature of the DWCP development process facilitates the relevance of the Outcome Strategy to Member States' actual needs and priorities related to DWA (see also Section 4.3.3). However, the lack of appropriate tools and processes for needs assessments for DWCPs has a negative impact on relevance. The latter point is highlighted in the *A meta-analysis of lessons learned and good practices arising from nine Decent Work Country Programme evaluations* (2011).

Relevance of the Outcome Strategy in relation to the priorities of tripartite constituents

The Outcome Strategy is mostly relevant to the priorities of the tripartite constituents, but the understanding of these needs could be improved.

The more consultative manner of the development of the second generation of the DWCPs has helped to facilitate the alignment of the DWCPs and ILO activities with tripartite constituents' priorities. One particular example comes from *Indonesia* the DWCP was aligned with the Strategic Plan (RENSTRA) of the Ministry of Manpower and Transmigration (MOMT),⁴² as well as the plans of the social partners, specifically focused on the CO's strategy for Outcome 19.

Overall, the interviewees for this evaluation thought that the activities aimed at mainstreaming DW into national agendas were all needed but were not formulated clearly as a separate strategy from the DWCPs. The *Staff survey on ILO field operations and service delivery* (2013) revealed, however, that 44 per cent of the staff considered that the Office has a weak understanding of the needs of ILO constituents; this finding was very similar to the results of the concurrent constituents' survey. This is backed up by the evidence from EVAL's review of the evaluation reports, and the interviews under the current evaluation pointing to the need to improve the needs assessments for DWCPs.

Strategy mix: appropriate, but more focus on building the capacity of constituents in a sustainable manner is needed.

ILO has used a mix of training, capacity building, institutional strengthening (including support to establish provincial networks, as in Indonesia, the Republic of Moldova, and the United Republic of

⁴² ILO: *Independent evaluation of the ILO's Decent Work Country Programme for Indonesia: 2006–2009* (Geneva, 2009).

Tanzania), advocacy and a whole host of other types of activities in its Outcome Strategy. Capacity building included, in particular, training for the social partners on integrated policy approaches, and measuring and monitoring DW. The question is more about the appropriateness of this range of options in the case of each country. In the Republic of Moldova, for example, the evaluation of the DWCP noted that there should have been more focus on building the capacity of the constituents due to the fact that the financial crisis had an adverse impact on them. More generally, the need for more focus on more sustainable capacity building is evident in all case study countries. The latter could be achieved with more focus on training institutions, which train public officials or specialists for other social partners. This observation is also true with the application to DW measurement. Apart from the technical advice related to DWIs, ILO also trains the constituents (both the producers and the users of the information). Some of the interviewees mentioned that there should be more focus on the training of the users of the statistical information as well as building the analytical capacities of the relevant ministries (see Section 4.5 on Sustainability). At the same time, if the main legal frameworks in specific fields are weak, capacity building is not effective and, hence, and the extra focus on it is not well justified, as in the case of the United Republic of Tanzania.

Relevance of the Outcome Strategy in relation to the national-level efforts to strengthen systems for data and information on DWIs

Development of DWIs and DWC profiles was mostly relevant to the specific country needs.

ILO's efforts at the national level to strengthen data and information systems on DWIs were mostly relevant to the needs of all the case study countries covered by this evaluation. All the countries, even those with more advanced statistical systems still had and have gaps in terms of measuring DW. In some countries, this need was more acute (e.g. the United Republic of Tanzania) than others (e.g. Armenia, Indonesia and the Republic of Moldova). The MAP evaluation also found that ILO has addressed the emergent needs flexibly (e.g. in Indonesia where the need for DW measurement at the provincial level was recognized).⁴³ As the case of Argentina demonstrates, DWIs were relevant even in the absence of a DWC Profile: DWIs are part of the National System of Indicators and ILO's support in this regard was recognized. The MAP evaluation also found, however, that in some countries, the relevance under that project was weaker than for others. The low relevance in Peru was attributed to insufficient assessment of the country's needs and national ownership prior to the commencement of support activities. The United Republic of Tanzania's case illustrates the need for more balanced support to statistical agencies for Labour Force Surveys (LFSs) across countries – the country's DWC Profile only covered the mainland due to the fact that Zanzibar did not have the needed data.

ILO comparative advantages and disadvantages at the national levels

ILO's expertise in various areas and the consultative nature of its work are appreciated as its comparative advantages relate to the goal of DWA in specific countries.

Based on the interviews, ILO's main comparative advantage is seen in its *specialized expertise in the various areas of DW present at ILO HQ and regional offices*. The countries have managed to draw successfully on this but, at times; requests for specific experts are met with long delays, sometimes up to a year, which can affect the relevance of the advice offered. The *tripartite mechanism* is the other ILO strength that is appreciated, as the need for more consultative processes with employers and trade unions for decision-making grows. However, at times, the resolution of certain issues on the reform

⁴³ MAP evaluation.

agenda can be prolonged because of, for example, weakness at the level of one or both social partners. This was the case in Indonesia, for example, where the multiplicity of workers' unions, combined with difficulties reaching consensus, hindered progress on long-standing reform issues.

4.2 Coherence and complementarity

4.2.1 Coherence

Vertical coherence: between activities at global, regional and national levels

Vertical coherence of the Outcome Strategy (between activities at global, regional and national levels) has been mixed.

There are examples of *strong vertical coherence*, as in the case of ILO-IMF cooperation, whereby a greater level of interaction between IMF and ILO, and IMF missions and trade unions enhanced the visibility of the ILO as a technical agency with an economic and social mandate. *The efforts aimed at measuring DW were less coherent* (see next sub-heading): there was a discrepancy between the MAP project and the country-level standalone initiatives. The review of several other evaluations conducted by EVAL points out that vertical coherence is a more general issue. For example the *Independent evaluation of the ILO's strategy on occupational safety and health: Workers and enterprises benefit from improved safety and health conditions at work* (2013), noted that SafeWork could have improved the efficiency of OSH activities through better coordination and communication between the field and HQ staff, and project management. The *Staff survey on ILO field operations and service delivery* (2013) indicates that there is a lot of room for improvement: the topic on "Improving our working methods for delivering as One" revealed that the overwhelming majority of respondents think that the Office performs poorly with regards to staff mobility; unified research agenda setting between HQ and the field; knowledge management between HQ and the field; and clear roles and responsibilities between HQ and the field.

Multiple initiatives aimed at measuring progress and standing in terms of DW in the countries call for better coherence within and among countries.

Over the years, the ILO has helped to improve the quality of the LFSs, which is an important avenue in improving the measurement of DW. It has often partnered with other international organizations, such as the EC. But it also has other activities in place in terms of assessing Member States' standing related to DW, and coordination between the various streams of activities could have been better. The MAP evaluation noted that the project's DWIs and DWC profiles were being produced with both MAP and ILO resources (Measuring Decent Work), whilst other ILO departments were developing country study approaches and formats in parallel. Several of these targeted some of the countries that were being covered by the DWC profiles (e.g. Brazil, Indonesia, the Philippines and South Africa). According to the findings of the ILO Decent Work Country Policy Analysis Workshop, held in 2012, the ILO currently offers several country analysis approaches, producing different types of country studies (particularly the *Global Jobs Pact Scans*, the *Studies on Growth with Equity* series, and *Labour and Social Trends* reports) of which eight cover all four DW strategic objectives. According to the Workshop's findings, the application of these approaches to the Member States appears to be random and without a clearly defined country selection criteria. A few Member States were exposed to many analytical approaches and most to none. It was concluded that this inconsistent level of service provision, difficulties in aligning with national policies and planning debates, their supply-driven nature and, at times, competing approaches are not strongly relevant to the needs of the

constituents, nor do they have the necessary impact. Also, this situation does not allow the ILO to strategically position its work at the country level and in the global debates.

Horizontal coherence: between components at country level

Horizontal coherence between country-level strategies and activities could be improved.

Horizontal coherence in a given country could be improved. As an example, in two out of seven case study countries, the particular need to ensure better coherence between vocational education and training, and employment policies was noted. The review of the evaluations conducted by EVAL reveals that the lack of strong coherence locally is an issue hindering the mainstreaming of DW aspects in many countries. For example, the *Independent evaluation of the ILO's strategy to promote decent work in the Arab region: a cluster evaluation of Jordan, Lebanon and the Occupied Palestinian Territory* (2013) noted that despite an immense portfolio of projects, complementarity could be improved (both inter-project as well as in projects being implemented by other agencies on similar themes).

DWCPs are seen as the framework for horizontal alignment of activities, but some challenges remain.

The second generation DWCPs did a better job in ensuring that the components in the portfolio of the activities were internally coherent. Among the case study countries, this was the case for Armenia, Indonesia, the Republic of Moldova and the United Republic of Tanzania. The interviewees for this evaluation in all of the case study countries saw DWCPs as the overarching framework of the ILO strategy to mainstream DW into national strategies. DWCPs as a mechanism are well perceived, although there were also concerns that they have a somewhat simplistic format and need to be more detailed. One particular challenge that some countries face is related to the nature of TA projects with varying project cycles, which makes it quite complex to place them in a country programme strategy. For example, the Cooperative Facility for Africa (CoopAfrica) project in the United Republic of Tanzania funded by the U.K. Department for International Development (DFID).

4.2.2 Complementarity

Complementarity of the Outcome Strategy to other initiatives at the global level

The Outcome Strategy is strongly complementary to other initiatives at the global level.

Outcome Strategy is strongly complementary to other initiatives at the global level, with the post-2015 agenda being a prime example; it is also complementary to sectoral-level efforts by other UN agencies, specifically the EC, IMF (see Section 4.3.1). The MAP project also provides good examples. Here external synergies in collaboration with regional organizations for coordination and dissemination included: the Association of Southeast Asian Nations (ASEAN); the Southern African Development Community (SADC); the Pacific Forum; The South Asian Association for Regional Cooperation (SAARC); the Mercado Común del Sur (MERCOSUR); the Economic Commission for Latin America (ECLAC); and L'Observatoire économique et statistique d'Afrique subsaharienne (AFRISTAT).

Complementarity of the Outcome Strategy to other initiatives at the local level

The Outcome Strategy is strongly complementary to other UN agency initiatives, but joint projects are not common.

Joint projects between ILO and other UN agencies are not common, with the exception of the cases under DAO, as in the United Republic of Tanzania. Complementarities mostly take the form of coordination. In some cases, special efforts go into designing complementary initiatives. For example, in Armenia, a rapid assessment was done on a Social Protection Floor jointly with the United Nations Children's Fund (UNICEF) and IMF. In the Republic of Moldova: (a) ILO is part of the UN women-led initiative supporting "one-stop-shop" centres of social and information assistance to residents in the regions, where the concerned government agencies have representatives – ILO's support to this initiative has helped it to promote understanding of DW concepts; and (b) ILO and UNDP promoted together the mainstreaming of the ILO Global Jobs Pact into the Moldovan National Action Plan on Employment for 2011.

The United Republic of Tanzania is one of eight countries where the UN is piloting the DAO initiative, which is an important part of the ongoing reforms in the UN. This mode has promoted synergies among agencies through joint programming modality, through a United Nations Development Assistance Plan 2011–2015 (UNDAP).⁴⁴ This has enabled the participating agencies to collaborate on joint work plans and budgets, adhere to an agreed division of labour, and a common results and accountability framework. The "One UN" opportunity has been well used by the ILO: its visibility was enhanced and the comparative advantages of the ILO in areas of skills, employment and social protection were highlighted. The ILO has played a key role in assisting all UN agencies to define the DW-related gaps, priorities, and possible actions. In the formulation of the national PRSPs and the five-year development plan, the ILO provided TA and strategic leadership in a coordinated fashion within the UN system to enable stakeholders to design a strategy underpinned by an inclusive growth model. The ILO's *Independent evaluation of the ILO's country programme for the United Republic of Tanzania, 2004–2010* also noted that ILO's participation in the joint programmes has expanded its range of stakeholders beyond its tripartite constituents.⁴⁵

Complementarity with the strategies of other international organizations locally is not so strong

The strategy is somewhat complementary to the initiatives locally. The stronger a country's ownership of development assistance, the stronger the case of such complementarity as international partners then align their activities strictly around the priorities articulated in the country strategies. There are a few examples demonstrating that cooperation locally has increased in the last few years.

⁴⁴ The UNDAP incorporates the four pillars of DW across the MKUZA and MKUKUTA clusters viz. economic development, social welfare, and governance. ILO participates in four Programme Working Groups - Economic Growth and Economic Governance; Governance; HIV and AIDS; and Social Protection. The ILO's contribution outcomes in the Economic Growth and Economic Governance PWG include the integration of national, sectoral or local policies and programmes in development frameworks and key components for job creation, namely skills development, youth entrepreneurship and sustainable enterprises and labour law compliance. For social protection, ILO's contribution includes the extension of social security and using social dialogue to develop and monitor national strategies for the extension of social security. ILO's contribution to the governance outcomes is notably on the promotion of social dialogue and on building the capacities of government and other social partners to ratify and apply international labour standards. On HIV/AIDS outcomes, the ILO contributes to the operationalization of workplace programmes in public, private and informal sector institutions and enhancing capacity of AIDS Committees to mainstream HIV/AIDS in budgets.

⁴⁵ For example, through its role in Joint Programming 2 (reduction of maternal and newborn mortality) and Joint Programming 3 (support to the HIV/AIDS response), the ILO increased its coordination with the Ministry of Health; FAO in collaboration with ILO and partnering with relevant line ministries at country level is working in Malawi and the United Republic of Tanzania to strengthen the enabling environment for the promotion of decent rural employment.

- In the light of the financial crisis, many COs held consultations with the IMF (*in Armenia, the ILO joined forces with the IMF during the rapid assessment of the impact of the global crisis on the labour market in 2009*).
- The cooperation between EC and ILO is active in the countries which have an EU association agenda (e.g. in the Republic of Moldova; the EC is the main funder of the regional project “Effective Governance of Labour Migration and its Skill Dimensions”. Improved governance of labour migration is of special importance for the EC in the countries with visa-free regimes) as well as in some other countries, like Indonesia, where the EU delegation has a very well-defined and comprehensive programme promoting DW that has been in operation for many years.
- The cooperation between the ILO and the Asian Development Bank (ADB) is strong in some countries (e.g. in Indonesia ADB partners with ILO for country diagnostics).

Opportunities to seek explicit collaboration with international organizations other than those in the UN family were, however, limited. In some areas, as the interviewees for this evaluations reflected, the advice the governments receive from other international organizations goes against ILO’s promoted line of action (e.g. related to labour inspections and social assistance packages).

Complementarity of the Outcome Strategy to other initiatives of ILO

Other initiatives of ILO – present locally – are complementary to the mainstream of activities for the Outcome Strategy.

Some of the other initiatives of ILO are strongly complementary to the main stream of activities. A few examples illustrate the point: ***International Finance Corporation (IFC)*** and ***ILO*** joint initiative called “**Better Work**”, strengthens the evidence base at the implementation level, which then feeds into improving existing policies under the DWA (Indonesia); the United Republic of Tanzania benefits from a number of regional standalone initiatives, of which CoopAfrica is one: it supports the “renaissance” of cooperative movements in Africa and directly contributes to poverty reduction.⁴⁶

⁴⁶ Started as an ILO technical cooperation programme under DFID funding (2008), from its office in Dar-es-Salaam (United Republic of Tanzania), it now covers nine countries in Eastern and Southern Africa. CoopAfrica (<http://www.ilo.org/public/english/employment/ent/coop/africa/index.htm>) assists cooperatives to improve their governance, efficiency and performance in order to strengthen their capacity to create jobs, access markets, generate income, reduce poverty, provide social protection, and give people a voice in society. This partnership initiative encompasses the ILO, the International Cooperative Alliance (ICA), the U.K. Cooperative College, the Committee for the Promotion and Advancement of Cooperatives (COPAC), the International Trade Union Confederation (ITUC), the International Organization of Employers (IOE), and the African Union Secretariat. The programme also works with other international organizations, e.g. FAO and the United Nations Industrial Development Organization (UNIDO), and closely associates cooperative apex bodies, ministries responsible for cooperative development, cooperative training institutions, universities and NGOs. Mainly funded by DFID, the programme is also supported by the Swedish International Development Cooperation Agency (SIDA) and The Arab Gulf Program for Development (AGFUND).

4.3 Effectiveness

4.3.1 Mainstreaming of DW by selected international organizations at global level

Effectiveness of advocacy measures/building global alliances for DW mainstreaming at global level

Through its policy coherence initiatives, the ILO has been successful in building global alliances for DW mainstreaming.

Over the past decade, recognition of the importance of coherent policies among Member States and international organizations has been growing. It has been welcomed as a valuable framework for achieving fair globalization, reducing poverty and achieving equitable, inclusive, and sustainable development. A few examples are described below.

- ▶ ***ILO response to economic crisis of 2008–2009:*** The policy coherence initiatives of the ILO for the biennium 2008–09 centred on mainstreaming the DWA in the *multilaterals' response to the global crisis*. This period witnessed IFIs' *greater recognition* of the relevance of DW to the sustainable development agenda. In particular, the **Global Jobs Pact (2009)** opened promising new avenues for joint initiatives with key international organizations, which have had an important influence on economic recovery policies, social and economic development, and the world of work at all levels. More specifically, the ILO/IMF Conference in Oslo, Norway, in September 2010, "The Challenges of Growth, Employment and Social Cohesion" (Oslo Conference)⁴⁷ led to: (a) joint ILO-IMF consultations in several countries facing balance-of-payments difficulties after the economic crisis, e.g. Bulgaria, the Dominican Republic, Greece, Romania and Zambia, which helped to position social dialogue and employment concerns in policy discussions on economic recovery; (b) joint ILO-IMF pilot projects in three countries on enhancing social dialogue, e.g. Bulgaria, the Dominican Republic and Zambia, which provided a useful springboard for further dialogue on concrete national growth strategies for employment, DW and development;⁴⁸ (c) joint ILO-IMF work on the Social Protection Floor; (d) creation of an inventory of crisis policies with the World Bank; (e) collaboration with the OECD on country policy briefs; and statistical updates for the G20 Labour and Employment Ministers meetings in 2011. Greater participation of the ILO in UN regional coordination mechanisms and inter-agency collaboration through the MDG Achievement Fund and policy networks were also noted. At the UN level, the ILO emphasis on employment and DW was positively received, as it was seen as complementing and aligning the fundamental preoccupations of the UN system with development and humanitarian issues. At national levels, the ILO ensured the participation of constituents in consultations relating to the Global Jobs Pact, and crisis response at both global and national levels, which strengthened ILO's case for the need to respond to the crises through the DWA.
- ▶ ***ILO's contribution to the MDGs framework and post-2015 discussions:*** ILO advocacy led to the inclusion of "decent and productive employment" as a target area under the first MDG goal (Eradicate extreme poverty and hunger) and the Organization then led the development

⁴⁷ The main objective of the Oslo Conference was to tackle the difficult policy questions posed by the steep rise in unemployment and the setbacks to growth and poverty reduction. It also aimed to improve the integration of employment and social protection policies into international and national macroeconomic policy strategies.

⁴⁸ The policy coherence work with the IMF was supported through the global project Policy Dialogue for Crisis Recovery and Economic Development between March 2012 and March 2014.

of indicators under this target.⁴⁹ The adoption of the Ministerial Declaration at the July 2012 ECOSOC High-Level Segment acknowledged the ILO's leading role in: promoting productive capacity, employment and DW; outlining the core elements of policy packages for sustainable, inclusive and equitable economic growth; calling for greater national and international policy coherence; highlighting the importance of keeping full, productive employment and DW as a key cross-cutting theme within the UN; and suggesting it should be a main item in the post-2015 discussion. This contributed to ILO playing important role in consultations relating post-2015 framework. Following the UN Director-General's call for an inclusive and wide consultative approach for the post-2015 global development framework, and the ILO Governing Body's suggestion during 2012–13 to develop a post-2015 strategy, the ILO facilitated the consultation processes at global and national levels through knowledge products and by ensuring the participation of its constituent partners. The ILO and UNDP co-led the global thematic consultation on growth and employment in the post-2015 development agenda, Tokyo, 15–16 May 2012, and helped set up an Advisory Group comprising representatives of other international organizations, trade unions, employers' organizations and major NGOs. The Norway-funded project (GLO/12/57/NOR) was used to support related advocacy and consultation activities. One main outcome was the report on *Growth and employment in the post-2015 agenda: Messages from a global consultation* launched by the ILO's Director-General in September 2013. The report highlights the priority of employment, DW and inclusive growth. It recommends the adoption of a post-2015 standalone global goal, suggests possible targets and indicators, and discusses policy means to achieving them.

- ▶ **ILO and G20 process:** Furthering the ILO mandate of promoting fair globalization, the Policy Integration Department (now MULTILATERALS), worked closely with the OECD, IMF and the World Bank to produce several analytical knowledge products that fed into important high-level discussions such as the G20 summits in 2012 (Los Cabos, Mexico) and in 2013 (St Petersburg, Russia). ILO joined in the G20 process to advocate for macroeconomic policies that address both the demand and supply sides of labour markets, and promote stable, inclusive economic growth and social cohesion. Through the creation of the *G20 Employment Task Force*, which reflects a tripartite structure, the ILO has advocated for closer integration of the existing institutional procedures and synergies, such as the Mutual Assessment Process. Joint studies and other collaborative work with IMF, the World Bank Group, OECD as well as regional development banks were an important way of positioning employment creation as a core theme of the global development agenda. The *G20 Training Strategy* is a recent example to demonstrate this. Developed by the ILO in partnership with other international organizations, in particular OECD and the United Nations Educational, Scientific and Cultural Organization (UNESCO), and with employers and workers, it extends the outreach of ILO's work on skills and employability. Drawing on the *Conclusions on skills for improved productivity, employment growth and development* adopted by the ILC in June 2008, the G20 Training Strategy articulates why a skills strategy is needed, outlines a conceptual framework for such a strategy, and assembles the essential building blocks of a

⁴⁹Target 1.B: Achieve full and productive employment and DW for all, including women and young people was added in 2008. This target is measured on the following indicators: 1.4 Growth rate of GDP per person employed; 1.5 Employment-to-population ratio; 1.6 Proportion of employed people living below US\$1 (purchasing power parity – PPP) per day; 1.7 Proportion of own-account and contributing family workers in total employment. Source: <http://unstats.un.org/unsd/default.htm>

robust training strategy. A number of the case study countries under this evaluation benefit from this training.

- ▶ ***ILO cooperation with the EC:*** The ILO and the EU have shared a strategic partnership since 2003 when the two agencies committed to collaborating on issues of common concerns such as core labour standards, gender equality, social dialogue, poverty reduction, employment and migration and corporate social responsibility.⁵⁰ In the context of the global crisis, the ILO and the EU have considerably intensified their cooperation, both within and outside the EU. It has entailed reinforced advocacy, both at both European and global levels, such as in the G20 and the UN (e.g. Armenia, the Republic of Moldova).

Effectiveness of mainstreaming at the global level within the framework of international development cooperation

Outcome Strategy strongly contributed to the fact that many international organizations mainstream DW concepts into their work.

- ▶ The mainstreaming of the DWA was facilitated by ILO's support to the UN system-wide application of the CEB *Toolkit for mainstreaming employment and decent work* (2007). The policy coherence initiatives of the ILO for the biennium 2008–09 centred on mainstreaming the DWA in the multilaterals' response to the global crisis. The ILO provided technical and advisory support in designing the Global Jobs Pact, UN Joint Crisis Initiative, and in the preparatory work for G20 meetings (London and Pittsburgh). As a result of the process initiated by the ILO through its chairpersonship of the High-level Committee on Programmes, the CEB adopted nine joint initiatives aimed at mitigating the effects of the crisis. The 2009 UNDAF guidelines included the CEB toolkit and international labour standards (ILS).
- ▶ ***The biennium 2010–11 showed greater reflection of DW outcomes in national level assistance frameworks (UNDAFs),*** facilitated by joint programming exercises across regions. Agency-specific collaboration was also noted in this biennium. Notable ones⁵¹ are:
 - **FAO:** A joint website “Food, Agriculture and Decent Work”, developed with FAO was launched with ILO's contribution in developing guidance on ‘how to address rural employment and DW concerns in FAO country activities and a reference brochure *Quick reference for addressing rural employment and Decent Work* for FAO regional and national staff;
 - **UPU:** Adopted an action plan which, with ILO's help, integrated DW using the ‘self-assessment’ toolkit; ILO also provided technical inputs on training and advocacy materials on HIV in the postal sector under a collaborative project with UNAIDS, UPU and UNI Global Union;
 - **UNDP:** High-level advocacy for policy coherence was undertaken by the ILO, as a result of which the UNDP Executive Board endorsed the Global Jobs Pact as an

⁵⁰http://www.ilo.org/wcmsp5/groups/public/---europe/---ro-geneva/---ilo-brussels/documents/genericdocument/wcms_169299.pdf

http://ec.europa.eu/europeaid/what/social-protection/documents/memorandum_of_understanding_ec_ilo_en.pdf

⁵¹ The results described here are based on Implementation reports for biennia 2010-11 and 2012-13.

institutional objective and, in January 2010, integrated it into the organization's operational activities;⁵²

- **UNDESA:** ECOSOC's Annual Ministerial Review (AMR) 2012 adopted the theme of "promoting productive capacity, employment and DW to eradicate poverty in the context of inclusive, sustainable and equitable economic growth at all levels for achieving the MDGs". The ILO served as the lead agency for drafting the Secretary General's report. The following year (AMR 2013), the ILO provided inputs to the review and participated on two panels: Partnerships for Productive Capacity and Decent Work and Using Human Rights Instruments and ILO Standards and Recommendations to Achieve Decent Work for All. These developments provide a high-level mandate for ILO to advocate DW approaches in the post-2015 development framework.

It is pertinent to note here that the follow-up mechanism for the above-mentioned activities with UN agencies are not clearly laid out and there is no update on the extent to which the agencies advanced the agenda at operational levels. As for the EU and IMF the effectiveness of DW mainstreaming is demonstrated through:

- ▶ **EC:** The European Consensus on Development 2005 indicated that, "the EU will contribute to strengthening the social dimensions of globalization, promoting employment and decent work for all" and that "the Community will promote decent work for all in line with the International Labour Organization agenda". ILO's advocacy and inputs through policy orientations in response to the consultations preceding the European Union's Agenda of Change led to greater and more explicit recognition of the DW approach in EU's development agenda. "...the EU should encourage more inclusive growth, characterized by people's ability to participate in, and benefit from, wealth and job creation. The promotion of decent work covering job creation, guarantee of rights at work, social protection and social dialogue is vital."⁵³ The EC's Investing in People Programme 2007–13 established a financing instrument to promote a broad-based approach to development. The first component under the fourth pillar (Other aspects of human and social development), aims at "promoting social cohesion, employment and decent work",⁵⁴ wherein it also considers ILO among its appropriate partners. Over the years, this partnership has helped to bring DW more central to programming at operational levels through a number of EU-supported technical cooperation projects. By engaging with the ILO in technical cooperation, including evidence-based policy development, the EU contributed to the realization of DW. The ratification of core labour standards, for instance, has significantly increased during the last decade. As mentioned earlier, the EC was also the most significant contributor to the ILO's measuring of DW portfolio over the last five years (2009–13) through the MAP project, which helped in piloting the DWC profiles using the DWIs developed by the ILO.
- ▶ **IMF:** The IMF's *Guidance note on jobs and growth issues in surveillance and program work* (2013) demonstrates the Fund's greater recognition of: (i) DW elements in the overall development and growth paradigm; and (ii) the fact that the creation of quality jobs is both a

⁵² Note: While the ILO's technical inputs on HIV/AIDS to UPU are appreciated, it does not appear to be an activity to be reported under Outcome 19.

⁵³ *Increasing the impact of EU development policy: an agenda for change*, EC. Brussels, 2011:7, [www.ec.europa.eu/europeaid/what/development-policies/documents/agenda_for_change_en.pdf](http://ec.europa.eu/europeaid/what/development-policies/documents/agenda_for_change_en.pdf) [accessed 20 Sep. 2014].

⁵⁴ http://ec.europa.eu/development/icenter/repository/how_we_do_strategy_paper_en.pdf

determinant and a desired outcome of development strategies. It also demonstrates acknowledgement of the need to cooperate with the ILO on a number of structural issues related to labour market reforms, tripartite labour relations and social protection schemes is outlined in the IMF's.⁵⁵

4.3.2 Effectiveness of ILO's contribution to improved measurement of DW at the global level

Outcome Strategy contributed to a more aligned approach to DW measurement globally; lack of coherence and low national ownership in some countries impacted its effectiveness.

The ILO's programme to measure DW (including the MAP project) strongly contributed to placing DW issues and measurement in social and economic agendas, through the improvement of DWIs and development of DWC profiles.⁵⁶ In addition, the MAP project supported the development of a guide on a global methodology for national monitoring and assessment of DW progress, and a toolkit for mainstreaming DW in EU technical cooperation projects, which, if used as planned, will mainstream DWIs in the EU TA portfolio. Outside of the MAP project, the Office also provided support to develop DWC profiles in non-MAP countries depending on the demand and support from the constituents. The effectiveness was somewhat negatively affected by:

- *lack of internal coherence*: the use of multiple assessment approaches (e.g. the *Global Jobs Pact Scans*⁵⁷, the *Studies on Growth with Equity* series, and *Labour and Social Trends* report) in some countries, as mentioned under Section 4.2.1 Coherence);
- *low level of national ownership in a few countries* (most notably Peru);
- use of a template approach for all the countries while their needs differed; and
- somewhat unbalanced support for LFSs in the periods before the initiative aimed at developing DWIs and DWC profiles.

4.3.3 Mainstreaming of DW in national policies

Achievements compared to targets

The analysis of targets and results over the last two biennia (2010–11 and 2012–13) shows a slight deficit between the number of countries that were targeted and those which could report results under the first indicator of Outcome 19, irrespective of the measurement criteria they chose to report on (Table 3). It also shows that the number of countries in the 'pipeline' category exceeded the number of targets, meaning that more countries (than targeted) had CPOs linked to Outcome 19 but full achievement was not anticipated during the respective biennium.

⁵⁵ ILO: *Final self-evaluation project report – policy dialogue for decent work and inclusive, sustainable and equitable growth (GLO/12/57/NOR)* (Geneva, 2014).

⁵⁶ The EU supported the piloting of the DW profiles through the MAP project, which covered nine countries. It was successful in eight countries.

⁵⁷ Following the Global Jobs Pact 2009, the ILO (through EMPLOYMENT) also initiated country-specific scans called the Global Jobs Pact Country Scans that include an assessment of the impact of crisis, and existing and potential policy responses to cope with it.

Table 3. Countries identified to report on indicator 19.1 by implementation biennium

Category ⁵⁸	Biennium 2010–2011	Biennium 2012–2013
Targets	15 countries	10 Member States, of which 3 in Africa, 4 in the Americas, 1 in the Arab States and 2 in Asia
Pipeline	19 Angola, Belize, Brazil, Caribbean Islands, Chile, Ghana, Liberia, Paraguay, Rwanda, Uganda, Saint Vincent and the Grenadines	19 Caribbean Islands, Chile, Djibouti, Ghana, Liberia, Mexico, Paraguay, South Africa, South Sudan, Uganda, Uruguay, Zimbabwe
Results	12 South Africa, Argentina, Belize, Brazil, Grenada, Uruguay, Syrian Islamic Republic, Indonesia, Pakistan, Philippines, United Republic of Tanzania, Viet Nam	9 Kenya, Sao Tome and Principe, United Republic of Tanzania, Argentina, Barbados, Jordan, Indonesia, Western Samoa, Republic of Moldova

Source: Evaluation Team based on the review of the P&B documents and IRIS.

In terms of specific reporting under the first measurement criteria (i.e. “the generation of decent work opportunities is adopted as an overarching policy goal of the national development strategy alongside other national priorities”) under Indicator 19.1, altogether 10 countries reported results during biennium 2010–11 and six in the following biennium.⁵⁹

ILO has been successful in working with the national constituents to achieve the mainstreaming of DW concepts into the main policy frameworks of Member States.

Examples of successful DW mainstreaming into the main policy frameworks include: the *National Mid-term Development Plan (RPJMN) in Indonesia*; the *National Poverty Reduction Strategy, MKUKUTA I and II (mainland United Republic of Tanzania)*, *MKUZA I and II (Zanzibar, United Republic of Tanzania)*, and *Vision 2025 in the United Republic of Tanzania*, which articulate DW and employment as the goal of working out of poverty and enhancing economic growth; Employment and Decent Work National Plan⁶⁰ in Brazil, which was greatly influenced by the *Decent Work National Agenda of Brazil*;⁶¹ Moldova 2020 (NDS) and the *Philippine Development Plan 2011–2016*.

The crises may play a dual role in terms of the intensity of measures aimed at mainstreaming DW in different countries.

The financial crisis of the 2008/2009 was one of the factors that highlighted the importance of mainstreaming of DW concepts, examples of which include: the Indonesian Jobs Pact (2011–2014), which provided an overarching policy framework to promote DW; and the Argentine Crisis (2003–06), which was a key factor in kick starting the mainstreaming of DW and achieving impressive milestones (Box 3). In Armenia, while the first and second PRSPs focused on protecting the poor from the adverse impact of some of the drastic reforms underway, the Armenian Development Strategy of 2013 had a much greater emphasis on industrial policies. It prioritizes: (i) the development of human capital and improvement of the social protection system; (ii) employment growth; and (iii) institutional modernization of public administration and governance. But the four pillars of DW are not equally promoted in it.⁶² Thus, the financial crisis has highlighted the importance of understanding the sources of growth, and industrial policies and employment generation, but the way in which this was dealt with in the countries has differed. The *Meta analysis of lessons learned and good practices*

⁵⁸ **Target:** CPOs identified for completion during the ongoing biennium (resources can be linked); **Pipeline:** CPOs on which work will be done during the ongoing biennium but full achievement will not be reached (resources can be linked).

⁵⁹ 2010–11: United Republic of Tanzania, South Africa, Syria, Indonesia, Pakistan, Philippines, Argentina, Belize, Brazil, Uruguay; 2012–13: Argentina, Kenya, Sao Tome and Principe, United Republic of Tanzania, Jordan, Western Samoa.

⁶⁰ Portuguese abbreviation PNETD.

⁶¹ Portuguese abbreviation ANTD.

⁶² As mentioned earlier, Armenia was not a target country under Outcome 19.

arising from nine decent work country programme evaluations (2011), concurs with this observation noting that external factors and crises create opportunities for ILO's intervention in countries affected, but can divert attention away from key aspects of the DWA.

Box 3. DW mainstreaming in Argentina started post 2003–2006 crisis

In the aftermath of the Argentine crisis (2003–06), the Argentine government, in cooperation with the ILO, set up the Panel for the Promotion of DW within Ministry of Labour Employment and Social Security (MTEySS) with representation of constituents and provincial labour offices, apart from the national ministry. By 2004, constituents had agreed to implement the first National Programme on DW (2005–07) with emphasis on the integration of economic and social policies into the creation decent employment. Key policies and programmes that contributed to favourable DW conditions in Argentina include: the re-launching of the National Council for Employment, Productivity, and Adjustable Minimum Living Wage (2004); the revitalization of collective bargaining (2004); a National Plan for Labour Regularization (2003) to combat informal employment; the creation of the Federal Employment Services Network (2005), the Continuing Training Network (2008), and a set of programmes to support jobs and temporary occupation; implementation of pension inclusion policies (2005), which broadened coverage; the launch of the More and Better Jobs for Youth Programme (2008); the creation of the Universal Child Allowance (AUH) for Social Protection (2009); and the approval of the Argentine Strategy on Safety and Health at Work 2011–2015, developed with the consensus of the social stakeholders, which puts forward specific objectives regarding safety and health at work (2011).

The extent of the ILO's involvement in shaping the national policies varies by country.

The extent of ILO's contribution towards mainstreaming DW concepts into countries' main policy documents varied, ranging from rather distant (Armenia) to very close (Indonesia). In Indonesia, the government specifically called upon the ILO to provide inputs. In Argentina, ILO was very closely involved with upstream policy support work with the government through technical and advisory assistance on a number of national priorities related to DWA. As mentioned in Section 4.4.2, the presence/absence of established ILO offices and a well-defined DW framework endorsed by constituents are important factors facilitating the mainstreaming of DW.

The depth of DW mainstreaming differs from country to country.

The United Republic of Tanzania is an interesting example in that the budget guidelines of the government make it mandatory for all ministries and the local government authorities to state and report progress on their employment targets. The budgets of the Ministry of Labour and Employment (MOLE) on the mainland, and the Ministry of Labour, Economic Empowerment and Cooperatives (MLEEC) on Zanzibar take into account the DWCP priorities. In all the countries, the national MDG frameworks include indicators and targets capturing full and productive employment and DW for all, including women and young people. *Brazil* is perhaps the country where mainstreaming of DW has been taken to a whole new level (see Box 4). In some other cases, however, mainstreaming has not gone further than being reflected in the main policies.

Box 4. An example of mainstreaming of DWA: Brazil

Brazil adopted its own DWA, the Decent Work National Agenda of Brazil (Portuguese abbreviation ANTD) and pioneered sub-national DWAs. The completion of the First National Conference on Employment and DW (convened by presidential decree in 2010) represents a change in the scale of Brazil's commitment to the promotion of DW. This was the broadest exercise of social dialogue that has ever taken place in the country on workplace issues. It aimed to define guidelines for an Employment and Decent Work National Policy, as well as to review and update the PNETD. More recently, the Decent Work National Agenda for the Youth (ANTDJ) was launched in 2011 as another outcome of tripartite dialogue. The ANTJ responds to the need to have a specifically designed strategy for youth, which bears the heaviest burden of unemployment and precarious employment. The Decent Work National Agenda (2009) was established by Presidential Decree and an Inter-ministerial Executive Committee (IEC) to support the development of the policy and legal frameworks required for the implementation of the ANTD.

The extent of mainstreaming of DW in sectoral policies varied across countries as well as across themes. For instance, most of the case study countries show a high degree of recognition of the need to eliminate the worst forms of child labour, and have taken legislative, policy and implementation measures in this regard. Similarly, there was evidence of greater attention and coordinated action between governmental and non-governmental agencies on: the promotion of youth employment; prevention of forced labour and trafficking; improvement of labour migration governance; and the introduction of anti-discrimination policies in the workplace. As far as policy coherence in the mainstreaming of DW was concerned, moderate and varied levels of commitment were found in: national employment policies and labour laws; social protection; labour inspections; OSH; and the protection of the rights of the domestic workers. However, this commitment depended on national priorities (and capacity) and the degree of advocacy carried out by the ILO and other agencies working on these issues. Major challenges were evident in a few areas related to the mainstreaming of DW into national policies, including minimum wage policy and informal work, again a reflection of political will and country-specific circumstances. A detailed analysis of successes and limitations is available in Volume II of this report.

Effectiveness with regard to promoting social dialogue and freedom of association

ILO has been successful in highlighting the notion and importance of the social dialogue but the needs for further capacity building are significant.

Most of the countries have ratified the relevant main ILO conventions. However, there are challenges related to the capacities of the social partners, both in the employers' and workers' organizations. These are of a varying nature, e.g. excessive fragmentation of the workers' organizations, which do not always agree among themselves and do not have adequate membership verification mechanisms (e.g. Indonesia, the United Republic of Tanzania). There are also challenges related to legal frameworks, e.g. in the United Republic of Tanzania, where there are different categories of laws that apply to social dialogue and collective bargaining leading to confusion among employees, employers and government officials who are the law enforcers.⁶³ Similarly, while most of the countries have adopted legal frameworks to enable freedom of association and the right to collective bargaining, there are cases (as in the Republic of Moldova) when other legal norms contradict international labour standards, limiting freedom of association. Despite all these challenges, it should be underscored that, most importantly, ILO was mostly successful in promoting a culture of tripartism in all of the countries. ILO constituents articulated, developed and executed development strategies, with ILO's support. Social dialogue is now an essential part of policy-making in many countries, albeit to varying degrees. As an example, the *Internal stocktaking of the ILO's programme on measuring decent work*:

⁶³ CSW: *The empowerment of rural women and their role in poverty and hunger eradication, development and current challenges*. Talking notes of the Hon. Minister for Labour and Employment for the 55th Session of the UN Commission on the Status of Women (CSW), New York, NY, 27 February–9 March 2012.

decent work indicators and decent work country profiles (2014), noted that it was the first time that tripartite constituents could come together to have an evidence-based discussion on the core issues of DW that affect them, and this in itself was already an added benefit for these countries.

The institutional forms of tripartite consultation bodies supported by ILO vary: the effectiveness depends more on the maturity of the culture of social dialogue and internal power dynamics.

The case study countries have different types of tripartite bodies, e.g. commissions or working groups. These range from one central level commission (e.g. in *Armenia* and the *Republic of Moldova*), to various sectoral and provincial commissions *in addition to the central* tripartite body (as in *Indonesia*). Both models have proved to have the potential to be effective, depending on the size of the country and specifics (e.g. power dynamics among the members). The maturity of the culture of social dialogue matters more in terms of their effectiveness. Other factors matter too, such as the powers of these tripartite bodies (*they have consultative powers mostly*) and their level of chairmanship, as well as the support they have in organizing their work (having a secretariat is sometimes a welcome measure, but not always). Often there are no assurances that the relevant laws will be sent for comments to these consultative bodies and this reduces the effectiveness of their work, even if they have consultative powers only (noted in *Armenia* and the *Republic of Moldova*, for example).

Effectiveness with regards to highlighting DW concerns of women workers

ILO support to mainstreaming gender concerns in policies and programmes has been mostly effective.

All the countries have taken steps to improve policies and laws to ensure that the basic concepts are in place to address women's concerns. For example, in *Armenia*, legislation was aligned with the promotion of ILO Convention 183 (Maternity Protection Convention, 2000 and Job Creation in Small and Medium-sized Enterprises Recommendation 189). In the United Republic of Tanzania, with ILO's support, appropriate policies were put in place related to women's empowerment and employment. The *Independent evaluation of the ILO's strategy to promote decent work in the Arab region: a cluster evaluation of Jordan, Lebanon and the Occupied Palestinian Territory* (2013) noted that, at the cluster (sub-regional) level, the ILO's contribution to the cross-cutting theme of gender was notable. In particular, in the occupied Palestinian territory, the ILO's contributions to the MDG Fund (MDG-F) Joint Programme on Gender Equality and Women's Empowerment (GEWE) led to improved gender equality due to the enhanced participation of stakeholders, and better servicing and capacity building of women workers. However, in almost all the countries, there are still discriminatory clauses in the related legislation (e.g. related to pension age and access to certain professions for women in the Republic of Moldova). The *Independent evaluation of the ILO's Decent Work Country Programme for India: 2007–12* stated that despite noting gender equality concerns in the DWCPs, policy coherence does not appear to have given due consideration to this gap.

Effectiveness of DWCPs in promoting and facilitating DW mainstreaming

DWCPs are effective frameworks supporting the mainstreaming of the DWA by promoting consultations, building awareness and generating commitments towards DW opportunities.

The DWCPs are viewed as the main guiding frameworks for ILO's work in the countries and having them in place has proved to be effective in facilitating greater effectiveness in pursuing the goals related to mainstreaming DW into national policies. *Armenia*, which currently does not have a signed DWCP, is an example demonstrating that, while ILO's work with the constituents continues and certain important milestones were achieved in the absence of a signed DWCP, e.g. the new Employment Law (2014), adoption of the Concept of the Remuneration of Public Service Employees (2013), adoption of the Concept on the Development of the System of Professional Orientation in Armenia (2012), the overall effectiveness of the work has seen some decline and, in a number of cases, some of the national strategies adopted were not entirely consistent with the desired goals in the (un-signed) DWCP 2012–2015. The effects could be observed in terms of policy-level reforms, as well as in the extent of the mobilization of financial resources, the intensity of organizing the

meetings of the tripartite Working Group, the motivation of the constituents, etc. The interviewed stakeholders in Armenia (other than the government) were unanimous that a signed DWCP would have helped overcome these challenges.

Effectiveness of institutional strengthening

Building institutional capacities is often effective in terms of advancing the mainstreaming of DW; better assessments of sustainability are needed in advance.

ILO has invested significant efforts and resources in ***supporting institutional capacity building for various constituents' agencies***. In all of the case study countries, many agencies benefited from extensive capacity-building support, which is also evident in many of the non-case study countries. The review of the experience in the case study countries shows that ILO has at times taken on tasks which were known to be difficult in advance and supporting bodies which have been known to be quite ineffective, if there was evidence of high-level recognition of social dialogue. A case in point is the Labour, Economic and Social Council (LESCO) in the United Republic of Tanzania. Supporting the establishment of agencies is rather risky, however, as sustainability might not be ensured (see Chapter 1. Sustainability). A couple of examples help highlight the work that ILO does in terms of ***strengthening information and monitoring systems***. In the Republic of Moldova, ILO supported the establishment and piloting of the Child Labour Monitoring System (CLMS) and the Management Information System (MIS) for labour inspection, and, in the *Philippines* and the *United Republic of Tanzania*, the labour market information systems (LMIS). These systems have proved to be very valuable for policy development and for the effectiveness of the agencies concerned, except that the United Republic of Tanzania, where it is as yet a work in progress.

ILO's support to kick-start the ***implementation of new laws and policies*** could be viewed as a form of capacity building. This is particularly important in large countries with high levels of decentralization, such as in Indonesia, the Philippines, and the United Republic of Tanzania, where ILO assists provincial and local governments. ***Promoting the use of labour-based technologies or employment-intensive programmes***, especially in infrastructure development, and linking employment promotion, poverty alleviation and private sector development, particularly in post-disaster settings, is another form of capacity building. This is because it involves knowledge sharing, in particular, related to ensuring quality employment generation that taps into local labour, skills and materials, and other local resources (Indonesia, the Philippines).⁶⁴ ***Support with the implementation of pilot schemes*** is another form of capacity building through implementation. For example, in Armenia, promising results with pilots on the inclusion of people with disabilities into the labour market were achieved under the Active Labour Market Programme, with great potential for replication throughout the country.

ILO has been largely successful in building the capacity of national stakeholders through training. It has been flexible in responding to the emerging needs, for example, in the United Republic of Tanzania. Realizing that the labour law was a new regime in the country, ILO organized workshops and training for judges, with the participation of workers' and employers' organizations. ILO-supported training programmes were key in achieving success in the mainstreaming of DW in respective areas (e.g. non-formal low-cost skills training under the programme to tackle WFCL in Indonesia and the United Republic of Tanzania, and protecting labour migrants' rights in Indonesia and the Republic of Moldova). Nonetheless, deficits remain as, in many areas, the training needs outstrip what ILO can provide. This is the case even if training of trainers was part of the support, as was the case with the Labour Inspectorate in the United Republic of Tanzania, where, labour administration is still a weak area. Therefore, supporting established training institutions, which will then continue institutionalized training needs to be promoted more; this is also what the interviewees preferred during the interviews conducted for this evaluation, e.g. in Zanzibar (United Republic of

⁶⁴ ILO: *Job creation programmes in the ILO. III. Achieving the full potential of labour-based approaches*, Governing Body, 273rd Session, Geneva, Nov. 1998, GB.273/ESP/4/1 <http://www.ilo.org/public/english/standards/relm/gb/docs/gb273/esp-4-1.htm#III> [accessed 21 Sep. 2014].

Tanzania). The quality of the training offered at the ILO Turin Training Centre was ranked as very high by the interviewees, who expressed a strong desire to have more opportunities to participate. The majority of the interviewers mentioned, however, that they do not have such an opportunity, as the institutions they work for are not able to cover the costs.

Outcome Strategy targeting awareness raising needs more emphasis.

For the areas under drastic reform, the support rendered to the constituents to implement awareness-raising activities is very important to promote the understanding of the reforms by the users of the new systems and services, and to gain their buy-in. There are a few examples in the case study countries, where ILO has been very effective in supporting such measures. For example, in the *Republic of Moldova*, ILO supported the first ever campaign of labour inspections, which proved to be very effective. However, awareness raising was not always at its best. For example, in *Indonesia*, as the interviewees indicated, there was insufficient knowledge about the DWC profiles, even among the core constituents, and this could be attributed to insufficient awareness raising (according to the MAP evaluation).

4.3.4 Effectiveness of knowledge products promoting DW mainstreaming

Effectiveness of DWIs, DWC profiles, and assistance related to labour statistics locally in mainstreaming DW

DWIs and DWC profiles have proved to be mostly effective in promoting the mainstreaming of DW into national policies but more coherence in the approaches is needed.

The groundwork done by the ILO in developing DWIs in consultation with several other global statistical institutions has helped to standardize the approach to DWC profiles.⁶⁵ There is evidence that constituents have used DWC profiles to develop the DWCPs, as well as relevant policies and plans. A list of countries for which DWC profiles and/DW fact sheets have been developed so far is provided in Annex IV together with the use of DWC profiles for those countries where information was available either in the MAP evaluation, in *Internal stocktaking of the ILO's programme on measuring decent work: decent work indicators and decent work country profiles* (2014), or through the interviews conducted under this evaluation.

Table 4. Use of DWC profiles in MAP countries

Country	Description
Bangladesh	The Profile was used in policy analysis, especially for the design and monitoring of the second DWCP (2012–2015). The Government of Bangladesh updated its PRSP based on the Profile and the measurement of the progress on DW and it now contains a special section on DW; the 6th Five-Year Plan similarly addresses DW.
Niger	The Profile enabled the development with tripartite consensus of a DWCP. Priority DWIs were selected and considered for inclusion in the national development strategy monitoring system (PDES): Plan de Développement Economique et Social.
Ukraine	The Government of Ukraine, the tripartite stakeholders and the ILO defined the 2012–2015 DWCP based on the evaluation of the first DWCP and the results of the Profile. The Profile and DWIs were taken into account to produce: the Action Plan of the Ministry of Social Policy for 2013–2015; the National Action Plan on Economic Reforms (Chapter on Social Reforms); the Employment Programme 2012–2017; the State Programme on Improving Occupational Safety and

⁶⁵ ILO: *Monitoring and assessing progress on decent work: final independent evaluation* (Geneva, April 2014).

	Health, and Working Environment; and the National Tripartite Strategy on HIV at Work.
Zambia	The 2012 LFS and the Profile were used for the development of the DWCP 2013–2016 and as a reference for the review of the Sixth National Development Plan (SNDP). DW was included in the PRSP (Sixth National Development Plan, 2013/16).
Philippines	The conceptual framework for decent and productive work was adopted for use in the current National Labour and Employment Plan (LEP 2011–2016), and the labour components of the Philippines Development Plan (PDP, 2011–2016).
Brazil	Developed a National Policy and a National Plan on Decent Work and Employment and some states have already elaborated their DWAs.
Cambodia	National stakeholders used the main results of the Profile for limited policy analysis, and the outputs were used as a reference in the DWCP for the country.

Source: Based on a compilation of observations made in the final evaluation of the MAP project.

ILO constituents' awareness of the concept and dimensions of DW was raised along with the ownership of the concept of DW among relevant stakeholders (with the exception of Peru).⁶⁶ They much appreciated the ILO's initiative in setting DWIs, developing DWC profiles and assisting countries in assessing progress on DW. The profiles proved to be very useful in providing evidence about the status of DW in the respective countries. Box 5 illustrates this for Armenia (a non-MAP country) and Brazil (a MAP country), respectively.

⁶⁶ Ibid.

Box 5. Use of DWC profiles: Armenia and Brazil

Brazil (target country for Outcome 19)

The first edition of the DW Country Profile for Brazil was developed in 2010 under the EU-ILO project Monitoring and Assessing Progress on Decent Work (MAP). Brazil was noted as one of the most successful countries by the MAP final evaluation team⁶⁷ in terms of political support to the process, participation and endorsement by constituents, and usage and follow-up of the products. So far, the country has published two editions of the DW Country Profile, the second one having a state focus where the Profile presents DW analysis for 27 Brazilian states. The process for the second edition is worth a note as it forged new partnerships, enforced coordinated approach, helped build capacities, and was able to expand the Profile to local levels. The DW Country Profile has been used towards preparations for the National Conference on Decent Work and Employment and the ensuing regional level conferences. With state-level profiles in place, the consultations at the state level could use it for effective discussion and elaboration of regional DWAs. Evidence of usage by specific sectors/programmes was found, as in the case of the Decent Work National Agenda for the Youth and Brazilian Unified Health System. The Profile is referred to in monitoring the national Plan of Decent Work and Employment, and the DWIs framework was used to update training modules on gender, race, poverty and employment.⁶⁸ The workers' organization uses the DWIs for DW diagnosis and applies DW concepts in their strategic programming. Thus, the concepts as well as the DW statistics are applied in a coherent manner for organizational strengthening as well as for effective policy dialogue. The intervention in Brazil is particularly important because the awareness, acceptance and use of DW concepts and indicators cut across constituents and levels of governance (national, regional, state and local).

Armenia (not a target country for Outcome 19)

In Armenia, the DWCP 2012–2015 (not signed) drew significantly on the DW Country Profile for Armenia. Compared to the MAP process, the implementation of activities was in a shorter timeframe and did not include the publication of the discussions or discussions with additional stakeholders, e.g. at provincial/regional/municipal level. Specific financial support to the Statistical Service of Armenia, training and knowledge-sharing workshops or other follow-up activities were not included, due to limited resources. Nevertheless, the quality of the DW Country Profile was of a high standard, which has served to broaden the perspective of constituents, increase awareness of DW, and improve relations between the different DW actors. The Profile has proved to be useful as an analytical and consultative tool for each of the constituents and for the social dialogue discussions. According to the MAP evaluation, while this 'shorter version' of the MAP approach has been useful and necessary, it is not sufficient, however, to transform DW measurement into a regular process in the country or to promote and ensure DW policy-making. Armenia's case demonstrates how effective DWC profiles could be in feeding the important evidence into the development of the DWCPs and, hence, facilitating the mainstreaming of the DW into national policies. The update of the DWCP based on a DWC profile addressed key topics that were being broadly discussed in the country, such as minimum wage, recent reforms of the State Labour Inspectorate, etc.⁶⁹

The development process of the DWC profiles highlighted a few more challenges:

- ✓ In Indonesia, where ILO has a long track record of improving DW-related data availability, quality and analysis, including through analytical reports and profiles, the DWC Profile was just another step in this line of efforts. And while it was appreciated, it has also been somewhat lost given the lack of a unified approach and multiplicity of various profiles, especially since Indonesia also had Jobs Scan and uses Key Indicators of the Labour Market (KILM);⁷⁰
- ✓ In Indonesia and the Philippines, the process of producing the DWC profiles highlighted the need for improved labour-force statistics from the provinces;

⁶⁷ The MAP project (INT/07/15/EEC) was implemented from Feb. 2009–Dec. 2013 in nine selected countries, including Brazil. The independent final evaluation was completed in April 2014.

⁶⁸ ILO: *Monitoring and assessing progress on decent work: final independent evaluation – volume II, country reports* (Geneva, 2014).

⁶⁹ Ibid.

⁷⁰ http://www.ilo.org/empelm/what/WCMS_114240/lang--en/index.htm

- ✓ in the United Republic of Tanzania, the DWC Profile only covered the mainland, since the statistics available in Zanzibar were not adequate: this case highlights the asymmetry related to the availability and quality of LFSs, as well as ILO's support for this within a country;
- ✓ in all the countries, the process highlighted the challenges related to data compilation for indicators which depend on administrative data, such as social security coverage.

Assistance related to analytical studies is important both for policy-making and as a part of building local capacity; the latter needs more emphasis.

Most of the ILO offices have assisted the respective governments to develop studies, which have both informed the design of the assistance packages and served as a tool for capacity building. For example, in the Republic of Moldova, ILO supported the National Bureau of Statistics (NBOS) in carrying out the first ever National Child Labour Study (2009); and the study on *Return labour migration and socio-economic development of the Republic of Moldova* (2014). In Indonesia, ILO's latest report, *Social protection assessment based national dialogue: towards a nationally defined social protection floor in Indonesia* (2012) was endorsed by the Ministry of National Development Planning (Bappenas) as a basis for policy and programme formulation for integrating the scattered existing social protection policies and programmes in the country. The challenge here is in managing to combine producing own (ILO) analytical products and building the analytical capacity of the partner ministries. In Argentina, ILO strengthened the technical capacity of the Ministry of Labour, Employment and Social Security as well of that of the social actors to evaluate the impact of current policies and instruments in stimulating job creation, and formalizing and adopting DW conditions; however, there are few such examples.

Effectiveness of DWIs, DWC profiles, and assistance related to labour statistics in terms of building the capacity of local stakeholders

Continued assistance related to DWIs and labour statistics has proved to be essential in promoting the mainstreaming of DW and building local capacity.

The development of DWIs and DWC profiles helped national partners to improve and *increase their capacities regarding measuring all aspects of DW*, but the effectiveness of this capacity building varied from country to country.⁷¹ ILO's continued assistance to national statistics organizations (NSOs) and its work on DWIs have been mutually reinforcing. Those countries that received ILO's support with LFSs for longer periods were more prepared for the DWIs (e.g. Armenia, Brazil, the Philippines, and the Republic of Moldova), whilst the work on DWIs reinforced the DW-related capability of the NSOs. For example, by updating the LFSs and household sample surveys, which included a supplementary household survey on DW in 2011, Brazil has mapped child labour-related indicators in its national data collection system, and has since used DWIs in products such as syntheses of social indicators (2011 and 2012). The Republic of Moldova's case demonstrates how much more effective efforts aimed at improving labour force statistics and DWIs can be, if they are supported by partner agencies' complementary efforts to help boost the capacity of the statistical agencies.

Effectiveness of the CEB toolkit in mainstreaming DW into national policies

The CEB toolkit was useful in mainstreaming DW into national policies.

As a start, it should be mentioned that the national use of CEB toolkit was not intended. It has been adapted so that it can be used at country level to assist UN country teams (UNCTs), national constituents and stakeholders, and other development partners to mainstream employment and DW into national development frameworks. A checklist for use specifically at country-level was developed. Two of the case study countries covered under this evaluation (Indonesia and the United Republic of Tanzania) used it for that purpose. In the latter country, for example, the toolkit was used in 2008 to assess the employment and DW implications of the One UN programme (ILO-provided TA); Box 6 describes the process and the results. The toolkit has proved useful in mainstreaming DW in the United Nations Partnership Development Framework (UNPDF) in Argentina and Indonesia

⁷¹ MAP evaluation.

(see Box 7). At the same time, the evaluation of the toolkit also reiterates the fact that, despite a high-level mandate, quality products (toolkit, self-assessment tools, training modules and training delivery), training and consultations, its application and usage remain limited.

Box 6. CEB toolkit application for the national agencies: United Republic of Tanzania

The country-level checklist was used in 2008 to assess the employment and DW implications of the One UN programme 2007–2008 through a desk review. The report of the assessment made suggestions on how mainstreaming employment and DW could enhance coherence, and improve efficiency and effectiveness of delivery both across and within the joint programmes beyond 2008. Two training workshops were held in 2009 to show how the toolkit could be used to evaluate policies and programmes, and to promote employment and DW. However, it was felt that knowledge was still lacking in order to mainstream DW. To facilitate this process, a local training and research institution was hired to work with key ministries, using the toolkit. This helped to “domesticate” it, as did its translation into Kiswahili. Specifically, the objective of this activity was to raise awareness on how employment and DW could be taken into account in the preparation of budgets. Ten out of 26 ministries used the toolkit to assess their current and potential role in mainstreaming DW. Officials across these ministries and from five regions were trained on using this tool for planning purposes. This helped the officials to adhere to the budget guidelines that requests targeting and reporting on employment generation. Finding the exercise very useful, the toolkit is being translated into Swahili for ease of reference by local administrative levels. The ministry has also allocated resources for training of district- and local-level officials on the application of the toolkit.

Source: ILO Press release, 7 September 2012, and stakeholder interviews conducted under this evaluation.

Box 7. Use of CEB toolkit in mainstreaming DW into UNDAF: Argentina

The ILO played an important role in the UNDAF development process, which was preceded by the application of the CEB toolkit.⁷² The independent final evaluation of the CEB application noted that Argentina was a good practice case, where the ILO, through its regional and national offices, facilitated awareness and training sessions on the application of the toolkit, and on mainstreaming employment and DW in assistance frameworks with UNDP, World Bank, United Nations High Commissioner for Refugees (UNHCR), ECLAC, International Organization for Migration (IOM), UNAIDS, IMF, Pan American Health Organization/World Health Organization (PAHO/WHO), FAO, UNICEF, United Nations Population Fund (UNFPA) and UNESCO. As a result, seven agencies carried out the toolkit self-assessment: FAO, UNAIDS, UNICEF, UNDP, UNESCO, UNHCR and World Bank. This gains particular importance considering that Argentina is one of the pilot countries for the UN reform initiative (Delivering as One) towards coherent action. The CEB evaluation notes that the UNDAF programming process, including the Common Country Assessment (CCA), the UNDAF, and the UN Action Plan (UNDAP) incorporated the concept of DW, recognizing the toolkit as a support tool for the monitoring and evaluation of the UNDAF. The process also led to operational cooperation between the ILO and UNHCR. It further says:

The experience acquired in Argentina in supporting the UN system to mainstream DW into the UNDAF, combined with the proactive role of the ILO Regional Adviser on UN Reform for Latin America, (and) has fuelled the processes of mainstreaming DW in the neighbouring Uruguay.⁷³

The evaluation, however, also noted that while the toolkit was successfully applied for assessments and design, the mainstreaming of DW concepts in the individual assistance approaches of the UN agencies remained elusive and that its application was more of a ‘bureaucratic task’.

⁷² The toolkit was introduced by the UN Resident Coordinator to a group of UN system agencies, was endorsed by the ECOSOC and recommended by the UN-Chief Executive Board for application by multilateral agencies as an instrument to mainstream DW in their assistance framework, including joint frameworks (UNDAF) and joint programmes.

⁷³ ILO: *Developing the UN CEB toolkit within the decent work campaign: independent evaluation* (Geneva, 2010).

4.3.5 Effectiveness of mainstreaming DW in UNDAFs and joint UN programmes

There is clear evidence of greater reflection of DW concerns in UNDAFs and joint UN programmes.

There is clear evidence of greater reflection of DW concerns in UNDAFs⁷⁴ and joint UN programmes, which increasingly include non-conventional indicators such as *poverty reduction through decent employment, entrepreneurship promotion, social security, and social dialogue (e.g. in Philippines, Brazil and Argentina)*.⁷⁵ This is likely to be further enhanced with the ILO's proactive involvement in the post-2015 consultation process. A few more observations follow:

- in all the case study countries, ILO's efforts are well aligned and mainstreamed into UNDAFs;
- DW mainstreaming is more pronounced in recent UNDAFs, with better links to DWCP, and greater involvement of constituents in UNDAF development process, for instance, in the Republic of Moldova and the United Republic of Tanzania);
- DW mainstreaming into UNDAFs was facilitated by the shift to outcome- rather than output-level planning of UNDAFs (noted in Indonesia);
- the CEB toolkit has proved useful in mainstreaming DW into the UNPDF in Argentina and Indonesia, as mentioned;
- DW mainstreaming by UN agencies is more pronounced in situations where ILO plays an active role in the UNCTs. For example, in Indonesia, the ILO leads the UNPDF Sub-Working group on Social Protection and has facilitated deeper mainstreaming of DW in the document. In Argentina, too, the ensuing UNDAF reflects a consensus on supporting Social Protection Floor which further reinforces the DW pillar on social protection in the policies and development programmes of the country; and
- in many countries (e.g. Armenia), the notion of DW is not mentioned in the UNDAF explicitly, but the four pillars are reflected.

4.3.6 Effectiveness of South-South and Triangular Cooperation (SSTC) in mainstreaming DW into national policies

SSTC cooperation has proved to be an important avenue in promoting the mainstreaming of DW.

SSTC as a partnership between equals is central to the mainstreaming of the DWA. In March 2012, the Governing Body adopted: *South–South and triangular cooperation: the way forward*, reaffirming that SSTC is paramount to the mainstreaming of the DWA.⁷⁶ In addition, the P&B proposals for 2014–15 acknowledge the growing importance of emerging and developing countries on the global stage.^{77,78} Such cooperation often takes the form of knowledge sharing and the transfer of southern-

⁷⁴ The acronym 'UNDAF' is used here for convenience; these documents have different names in different countries.

⁷⁵ Based on a synthesis prepared by the ILO including 44 countries (16 Delivering as One (DAO) countries, 14 countries in transition and 14 countries – 12 MICs and 2 LDCs) that have benefited from MDG funds, which had signed UNDAFs or One Programmes between 2007 and 2012, while mainstreaming DW priorities. The analysis served as background to *Funding UN system coordination and common services: implications for the ILO*, Governing Body, 317th Session, Mar. 2013.

⁷⁶ Performance indicators for the strategy were adopted by the Governing Body in November 2012.

⁷⁷ Regarding extra-budgetary resource estimates by region, it stresses that SSTC will continue to feature prominently in the ILO's technical cooperation strategy and will provide an important mechanism to leverage resources and expertise, in particular by facilitating the transfer of knowledge and experience relevant to the world of work between emerging and developing countries

⁷⁸ ILO: *South-South cooperation and the ILO: mainstreaming the Decent Work Agenda through the dissemination of good practices* (Geneva, 2013).

grown development solutions with the support of the donor community and the multilateral system under innovative triangular arrangements, which still maintain the ‘horizontal dimension’ and southern-driven characteristics. The ILO has been engaged in several projects involving SSTC arrangements to address issues such as child labour, social security, employment-intensive investment, and capacity building of constituents. A few examples help illustrate the achievements: the ILO Inter-American Centre for Knowledge Development in Vocational Training (ILO-CINTERFOR)⁷⁹ has also been promoting SSTC through a regional knowledge centre. Similarly, the ILO International Training Centre, Turin, has played a key role in facilitating South–South and triangular capacity-building and training initiatives. ILO’s has also coordinated projects, provided technical expertise, and facilitated knowledge sharing. Two of the case study countries, Brazil and Indonesia, are actively involved in SSTC promoting the mainstreaming of DW. Box 8 describes Brazil’s experience.

Box 8. Mainstreaming DW through SSTC, Brazil

In December 2007 and March 2008, two Memoranda of Understanding were signed, one on the Prevention and Elimination of Child Labour and, the second, on the Promotion of Social Protection in several regions, with special focus on Portuguese-speaking African countries. Those Memoranda have expressed a commitment between the ILO and the Brazilian government to identify needs and process demands for technical cooperation coming from developing countries, as well as to mobilize the financial resources to enable such cooperation.

A more comprehensive framework agreement was signed in June 2009 – the “Complementary agreement to the agreement between the government of the Federative Republic of Brazil and the International Labour Organization (ILO) on technical cooperation with other Latin American and African countries for the implementation of the ILO/Brazil partnership programme for the promotion of South-South Cooperation”. This instrument allowed the establishment of a multi-year cooperation aimed at promoting the four strategic objectives of the DWA. Given the good results, the cooperation between Brazil and the ILO in this area has evolved from individual initiatives and projects to cooperation based on comprehensive and more robust programmes, structured around themes. Currently, those programmes are: Partnership Programme for South-South Cooperation (Portuguese abbreviation CSS) for the Prevention and Eradication of Child Labour in the Americas; Partnership Programme for the Promotion of Social Security, Strengthening Trade Union Programme in the areas of Social Security, Health and Security at Work in African countries; and the Programme for the Elimination of Forced Labour and Promotion of Green Jobs.

Mainstreaming of DW happens also through South-South cooperation within formal regional alliances.

The mainstreaming of DW through South-South cooperation is happening also within formal regional alliances. As an example, Indonesia’s participation in the development and finalization of the ***ASEAN Declaration on the Promotion and Protection of the Rights of Migrant Workers*** in 2007 (a binding instrument for the protection of migrant workers) proved to be a vehicle for sharing its good practices and lessons learned.⁸⁰

⁷⁹ www.oitcinterfor.org/

⁸⁰ ASEAN labour ministers have institutionalized an annual meeting called the ASEAN Forum on Migrant Labour. The 4th Forum was held in 2011 in Bali, Indonesia. The Forum provides an open platform for discussion and exchange of views, and ideas among relevant stakeholders in ASEAN member states on labour migration issues.

4.4 Efficiency

4.4.1 ILO's management arrangements

Management of Outcome 19

Management arrangements for Outcome 19 at ILO HQ have worked well but are in transition.

Until 2012, the mainstreaming and measuring of DW were led by the former Policy Integration Department of the ILO in collaboration with the Department of Statistics. Within the Integration Department, teams of experts (multilaterals, action research, and measuring DW) were responsible for specific TA and coordination needs within the overall integration portfolio. In 2013, the Policy Integration Department ceased to exist and the integration portfolio was transferred to the Multilateral Cooperation Department (MULTILATERALS) under the Deputy DG-Field operations (DDG/FOP).⁸¹ MULTILATERALS coordinates with PARDEV for knowledge management and sharing. The International Institute for Labour Studies (IILS) and the Department of Statistics directly report to the Deputy DG Policy (DDG-Policy). From the interactions at HQ, it appears that the transition led to gaps in terms of continued support to the ongoing work, specifically on measuring DW. Currently, the future of work promoting DWC profiles is not clear. At the operational level, the Office was largely effective in delivering on its commitments under various cooperation programmes, although some projects faced timeline issues during the transition.

Efficiency of ILO management arrangements between HQ, ROs and COs in facilitating greater mainstreaming of DW

ILO vertical management arrangements have mostly worked well in terms of supporting greater mainstreaming of DW, but certain challenges persist.

ILO vertical management arrangements have mostly worked well in terms of supporting greater mainstreaming of DW. The Measuring Decent Work (MDW) programme, including MAP was implemented in close consultation with all relevant ILO departments, country-offices, sub-regional offices and/or ROs. The interviews for this evaluation indicated however that: (a) at times, the local staff would like to have more flexibility in identifying the feasible timelines for achieving the planned results; and (b) there is growing trend for constituents (especially the government agencies) needing more of very specific expert advice, while ILO COs do not have that kind of specific expertise in-house and have to request it from the RO or HQ and, at times, it can take a long time (sometimes up to a year).

4.4.2 Resource allocation

Adequacy of human resource (HR) commitments for programme management

The set ups of ILO operations in different countries reflect in the effectiveness and efficiency of the COs' work aimed at mainstreaming DW.

There are large differences between the set ups of ILO operations in different countries, depending on if the ILO is a resident agency or not. The set ups affect the effectiveness and efficiency of the COs' work aimed at mainstreaming DW into national policies. For example, in Armenia and the Republic of Moldova, while the country size is not comparable with that of large countries, the constituents voiced their strong desire to see more budget allocations and more staff locally. In the Republic of Moldova, in particular, they commented that the budget for the Office's activities is too limited compared to the needs (especially given the closer association with the EU and the need to harmonize

⁸¹ Units that report to the Director of MULTILATERALS include the UN Systems Relation, the Multilateral Economic institutions, and ILO-New York).

legislation). The ILO's support is deemed cost effective first through the limited resources invested as well as through highly targeted and well-timed technical inputs to influence key decision-makers.

Limited availability of experts on the ground in many countries hampers the effectiveness and efficiency of DW mainstreaming.

Lack of experts at regional and national levels to provide technical support in high-level collaborations such as with the IMF or the World Bank is a challenge for the ILO. The availability of experts is also stretched for ILO's TA work at country level. For example, the *Independent evaluation of ILO's strategy to extend social security* (2010) noted that the Office actively supports social security in over 70 countries in a given biennium, which when compared to the number of technical specialist positions, both at HQs and especially in the field offices, suggests strongly that the technical capacity is stretched very thin. This is particularly important as interest grows in the Social Protection Floor, and integrated approaches to generate employment while extending social protection are being sought. It also intensifies the pressure to mobilize resources.

ILO visibility is rather low in some countries hindering the extent of DW mainstreaming.

The review of EVAL-commissioned evaluations as well as interviews conducted under the current evaluation indicate that the low visibility of ILO in some countries is a key challenge hampering the opportunities for alliance building, synergies, and advocacy and, ultimately, the mainstreaming of the DW concepts. In the *Staff survey on ILO field operations and service delivery* (2013), the staff rated the constituents' satisfaction as low in terms of effective communication overall (ILO communication is transparent and tailored to constituents in content, channels and timing). This is not the case for all the countries, for example, not for Argentina, Brazil, Indonesia or the United Republic of Tanzania, where the ILO has large country offices.

Adequacy of commitments of time and delivering on time

Activities are mostly being implemented with delays and this hampers the efficiency of DW mainstreaming.

The review of the evaluations of ILO COs and DWCPs, as well as interviews for this evaluation reported implementation delays (including those related to Outcome 19) as a major challenge. All the interviewees for the current evaluation noted that at times the requests for experts are met after long delays. The *Staff survey on ILO field operations and service delivery* (2013) revealed low rating of the constituents' satisfaction in terms of timeliness (ILO services are provided on time when needed). Interestingly, ILO staff's ranking of constituents' satisfaction with ILO service delivery was exactly the same as that given by constituents in the constituents' survey. Almost 30 per cent of the respondents thought that there had been no significant change over the past three years in the quality of ILO service delivery. However, it should be noted that the projects are often designed with too short a duration. This is the reason for some of the delays.

Adequacy of financial commitment

Table 5. Budget and expenditure under Outcome 19 (policy coherence): 2010–11 and 2012–13

Source		Biennia 2010–11	Biennia 2012–13
Regular budget	Budget	23 809 913	26 567 605
	Expenditure	23 303 136	26 532 832
Extra budgetary	Budget	5 000 000	9 600 000
	Expenditure	18 383 572	12 176 123
RBTC	Budget	NA	NA
	Expenditure	5 074 000	3 552 625
RBSA	Budget	4 000 000	2 000 000
	Expenditure	2 964 348	1 081 504
Total	Budget	32 809 913	38 167 605
	Expenditure	49 725 056	43 343 084

RBTC, Regular Budget Technical Cooperation.

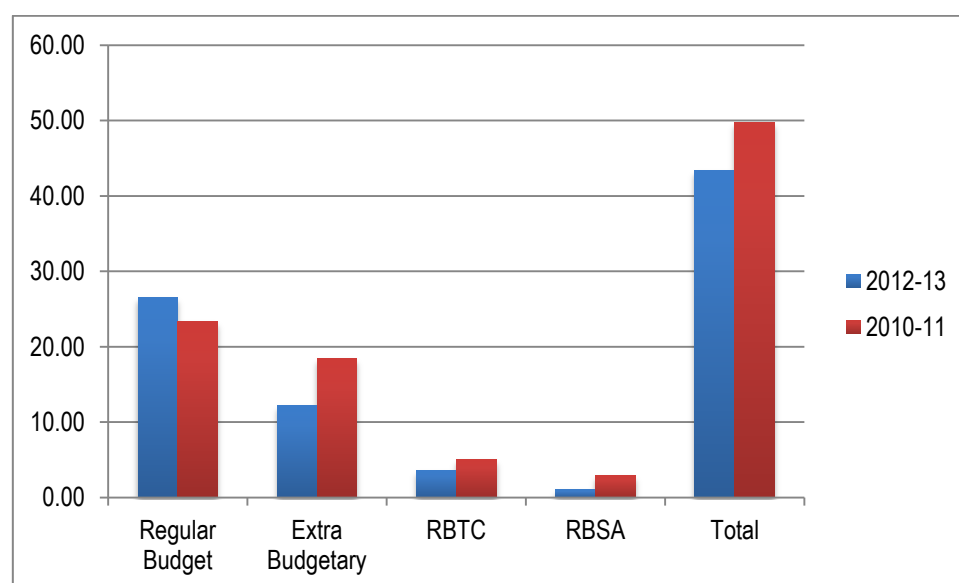
RBSA, Regular Budget Supplementary Account.

NA, not applicable.

For the biennium 2010–11, total allocation (excluding RBTC) under Outcome 19 was US\$32,809,913 while the total expenditure stood at US\$49,725,056 (including RBTC). Total allocations for biennium 2012–13 was US\$38,167,605 (excluding RBTC), an increase of nearly 16 per cent over the 2010–11 allocations while expenditures recorded for 2012–13 (including RBTC) was US\$43,343,084. The table indicates that planned regular and extra budgetary budgets for Outcome 19 have increased in the past biennium compared to the previous one and that the amount of extra-budgetary funds has largely outstripped the planned amounts. This is at least partly attributable to increased cooperation between ILO and the agencies supporting ILO's budget in contributions. On the other hand, RBTC expenditures noted an almost 30 per cent decline between 2010–11 and 2012–13.

Figure 6 compares the overall expenditure by source for the last two biennia.

Figure 6. Outcome 19 expenditure in US\$ million by source: biennia 2010–11 and 2012–13



Note: All figures under planned resources are quoted from the P&B planning for the corresponding biennium (P&B for the biennium 2010–11, page 71 and P&B for the biennium 2012–13, page 79). Expenditure figures are sourced from final P&B implementation reports for the corresponding biennia.

The review of EVAL-conducted evaluations shows also that often the projects have too limited funding. For example, the limited Regular Budget (RB), Regular Budget Supplementary Account (RBSA), Regular Budget Technical Cooperation (RBTC), and Extra-budgetary Technical Cooperation (XBTC) resources available for the ILO CO in Brazil, had a direct effect on its ability to effectively respond to sub-national requests to design and implement their own DWAs, which threatened to be a serious opportunity missed to actually permeate and operationalize the Brazilian Decent Work National Agenda (ANTD) to the sub-national structures.

Analysis of XBTC and RBSA funded CPOs (including regional, inter-regional and global programme outcomes) linked to Outcome 19: 2008–2014 (mid July).

XBTC

- ▶ The total XBTC budget (allocations) for the duration (2008–14) was US\$55,702,155;
- ▶ More than half (55 of 96) of CPOs linked to Outcome 19 (supported through XBTC) were of regional level (regional programme outcomes) and more than a quarter (24 of 96) were of global level.

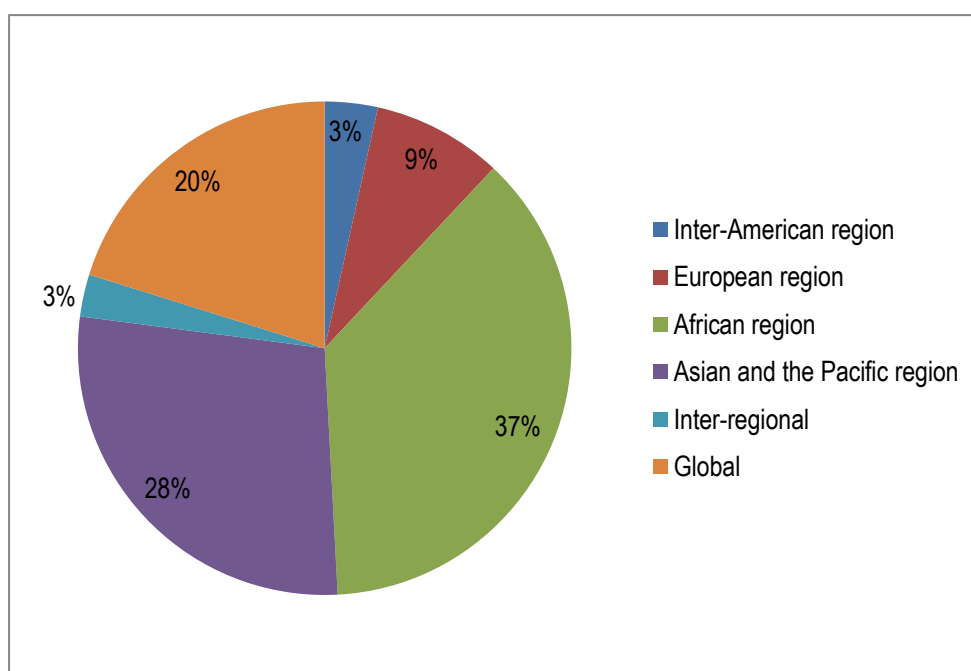
Table 6. Distribution of XBTC allocations: 2008–July 2014, by region

Region	Allocation in US\$	Percentage of total XBTC allocations
Inter-American region	1 933 051	3
European region	4 748 417	9
African region	20 701 574	37
Asian and Pacific region	15 542 548	28
Inter-regional	1 538 421	3
Global	11 238 144	20
Total	55 702 155	–

–, not applicable.

Source: Partnerships and Field Support Department (PARDEV).

Figure 6. XBTC allocations (2008–July 2014): distribution by region and percentage



Note:

- CPOs (linked to outcome 19) from Eastern Asia and Pakistan are included under Asia and the Pacific region.
 - CPOs from Angola, Madagascar, South Africa and the United Republic of Tanzania are included under the African region.
 - CPOs from Central Asia and Eastern Europe are included under European region.
 - CPOs from Brazil and Latin America are included under Inter-American region.
- Overall, the African region received the maximum amount of funds (37 per cent) followed by the Asian and Pacific region (28 per cent) through XBTC. About one fifth (20 per cent) of all XBTC funds were for Global projects. The European, Inter-American and Inter-regional regions received only 8 per cent, 3 per cent and 3 per cent, respectively, of XBTC funds for activities under Outcome 19.
- In terms of XBTC allocations by Technical Unit, the analysis shows that, STATISTICS governed US\$1,399,947 (about 2.5 per cent of the total XBTC allocations), all of which under Global projects. On the other hand, MULTILATERALS (previously Policy Coherence) governed US\$9,624,731 (17 per cent of the total XBTC budget) for the period. Funds managed by MULTILATERALS were under projects implemented in the Asian and the Pacific region, African region, Inter-American region and the Global level.
- About 71 per cent of the US\$370,397 Multi Donor Trust Fund (MDTF) linked to Outcome 19 went to the African region (the majority to Angola and the remaining to the United Republic of Tanzania) and the rest went to Pakistan in the Asian and the Pacific region.

RBSA

For the duration 2008–July 2014, the total RBSA budget linked to Outcome 19 was US\$7,804,231. Regional distribution is indicated in Table 7 and Figure 8.

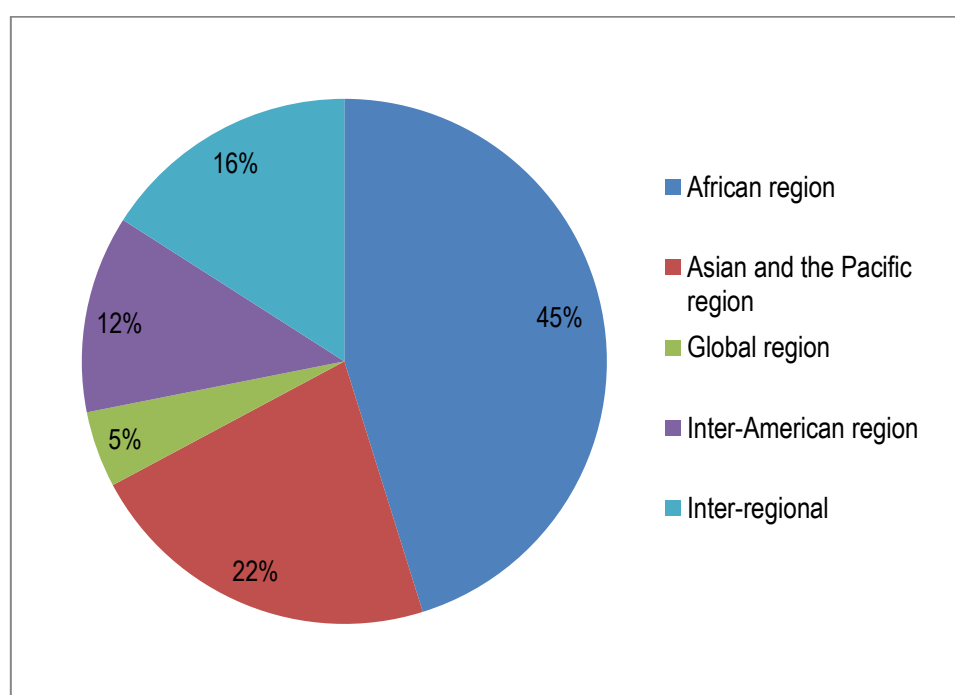
Table 7. Distribution of RBSA allocations: 2008–July 2014, by region

Region	Allocation in US\$	Percentage of total RBSA allocations
African region	3 524 804	45.17
Asian and the Pacific region	1 718 713	22.02
Global region	366 790	4.70
Inter-American region	949 181	12.16
Inter-regional	1 244 743	15.95
Total	7 804 231	–

–, not applicable.

Source: PARDEV.

Figure 7. RBSA allocations (2008–July 2014): percentage distribution, by region



Note:

- *Angola, Rwanda, Sao Tome and Principe are included under the African region.*
- *Indonesia and Pakistan are included under the Asian and the Pacific region.*
- *Argentina and Brazil are included under the Inter-American region.*

The overall analysis of the alignment of CPOs to Outcome 19 indicators is satisfactory although, in some instances, the linkages are not well established. This is particularly noted in countries, understandably so, where development deficits are high and the ILO contributions have taken into account the need for downstream interventions.

Activities are mostly being completed on budget.

Review of the evaluations of ILO COs and DWCPs and interviews conducted for this evaluation indicate that activities are mostly being completed within the stipulated budget, are well managed technically and administratively, with a good level of support provided at the country level by the national project teams. Certain challenges were recorded in the *United Republic of Tanzania* but the recent ILO move to the Harmonized Approach to Cash Transfers (HACTs) is expected to eliminate the challenges.

Successful sourcing of funds for DWCPs supports greater mainstreaming of DW.

Indonesia is a good example of excellent success in obtaining funding for DWCP projects which improves the cost effectiveness of the performance of the Office overall and has undoubtedly contributed to advances in mainstreaming DW. There are also successful examples of complementary resources being obtained from partner international agencies. For example: (a) for the Policy Coherence Programme, IMF shared the cost of national-level seminars on 50–50 basis; (b) in some cases, as in the Dominican Republic, the local ILO office shared resources for additional studies and workshops; (c) UNDESA contributed financial resources for technical consultations and meetings preceding the annual ministerial reviews; and (d) ILO's participation in post-2015 consultations benefited from technical cooperation funds from the Government of Japan. The Norwegian-funded project also helped with greater involvement of constituents and experts on issues of specific concerns such as wages, social protection, tripartism and labour standards.⁸² At the same time, the low visibility of ILO in some countries remains a hindrance in bettering resource mobilization.

Lack of vertical coherence may be leading to lower cost effectiveness.

The current evaluation did not possess sufficient information to assess the cost effectiveness of the efforts aimed at DW mainstreaming. However, an observation from the MAP evaluation is useful. It noted that the inconsistent level of service provision, difficulties in aligning with national policies and planning debates, supply-driven and, at times, competing approaches do not produce resource effectiveness.

4.4.3 Monitoring, evaluation and learning framework

Adequacy of the monitoring and evaluation (M&E) framework for Outcome 19

Monitoring indicators for Outcome 19 are in need of improvement.

Most of the interviewed local staff at ILO COs commented that the M&E system for Outcome 19 is problematic, as it does not allow reflection on the important details and overlaps with other outcomes. The restriction of linking a CPO with only one outcome was also noted as a limitation, as contributions made through other CPOs to a given outcome are not adequately reflected within the reporting systems.

Links with CPO outcomes/monitoring indicators for DWCPs need improvement.

Interviewees noted weak links between global level and CPO outcomes, and the indicators for monitoring of DWCPs. Quality of DWCP also needs to be improved to reflect past experiences and lessons. They also need to reflect the dynamic changes in the country development context, the new demands from constituents, or emerging risks and opportunities. This conclusion is in line with the

⁸² ILO: *Final self-evaluation report: policy dialogue for decent work and inclusive sustainable and equitable growth (GLO/12/57/NOR)* (Geneva, 2014).

conclusion from a recent EVAL-commissioned evaluation, *Evaluability assessment of CPOs*,⁸³ which among other things found also that there is often a disconnect between CPOs as presented in DWCPs and P&B outcomes.^{84,85}

Adequacy of efforts to promote learning about Outcome 19 results and successful strategies both among the population and among the ILO offices

There is a lack of availability of information in the local languages on the websites.

For the countries that do not have a fully-fledged office there is no information on the websites available in the local languages (e.g. Armenia). This might be a deterrent for some of the potential users of the website searching for information on what ILO does in terms of mainstreaming DW into national policies.

So far, there is a lack of a knowledge-sharing platform that would facilitate experience sharing related to DW mainstreaming across the ILO COs.

MULTILATERALS 'website mentions that,⁸⁶

An interactive platform has been developed for knowledge management and sharing. It comprises practical and knowledge-based tools. It also includes good practices from different countries and regions. Users can provide feedback, identify knowledge gaps, set up discussion fora collaboration and post their own tools.

However, the link leads the reader to the CEB toolkit website.⁸⁷

There are regional knowledge-sharing platforms, such the Regional Office for Asia and the Pacific (ROAP) Knowledge Sharing platform (KSP) that has the capacity to fill this gap. HQ has been planning for a while to have a comparable knowledge-sharing platform however progress has been slow and there is no website specifically targeting DW mainstreaming.

4.5 Potential for impact and sustainability

Outcome Strategy related to policy coherence around DWA

The DW concept is likely to feature prominently in the future application (post-2015).

ILO's close association with the post-15 consultation is likely to have a far-reaching influence on the framework, priorities and strategic linking of DW with other socio-economic dimensions of development in the near future. This will also have implications on the overall sustainable development goal (SDG) framework adopted by the UN and consequently on resource allocations. A United Nations Development Group (UNDG) publication *Growth and employment in the post-2015 agenda: messages from a global consultation* (2013) proves that the likelihood for this is high.

⁸³ ILO: *A study on the evaluability of ILO's country programme outcomes* (Geneva, 2013).

⁸⁴ The study recommended the following to deal with the issues mentioned above: (i) provide proactive support to field offices for the development of evaluable strategies and indicators, including a review of and improvements to ILO guides on RBM applied to DWCP; (ii) shift the focus from "attribution" to "contribution" to better determine ILO's role in relation to results; (iii) ensure alignment of CPOs with P&B outcomes and the SPF; (iv) strengthen capacity on RBM and M&E issues, mainly of ILO staff and also of constituents; (v) encourage good practice through appropriate incentives; and (vi) review the possibility to correct restrictions imposed by the current IRIS/SMM to be able to report on cross-cutting work.

⁸⁵ J. Maurer: "Improving results based management at the ILO: challenges and opportunities", In: *i-eval Think Piece* (2014, No. 5).

⁸⁶ www.ilo.org/integration/themes/dw_mainstreaming/lang--en/index.htm

⁸⁷ cebtoolkit.ilo.org/acl_users/credentials_cookie_auth/require_login?came_from=http%3A//cebtoolkit.ilo.org/home-page/document_view

Mainstreaming DW by international organizations is based on sound sustainable grounds but more needs to be done globally and locally to deepen and promote this further.

By engaging with the ILO in technical cooperation, including evidence-based policy development, the EU contributes to the realization of DWA in practice, but more efforts are needed to strengthen their application in practice, both by the EU and the ILO Member States. Social dialogue is part of the DNA of the EU social model and of the ILO. Cooperation can be instrumental in rebuilding social dialogue where it has been negatively affected by the crisis, and has much potential for: orienting efforts towards a job-rich recovery; promoting decent jobs for youth and sustainable enterprises; greening the economy; extending social protection coverage; and addressing informality.⁸⁸ More needs to be to intensify cooperation at the local level. For example, while at the global level, IMF has adopted a more progressive policy approach recognizing the social aspects, at operational level, i.e. country level, IMF staff are yet to fully assimilate these approaches. At the national level, inclusion of DW elements in UNDAFs has progressed. Internal assessments as well as available evaluations indicate that proactive measures for collaborative action at national level are missing. However, the fact that the ILO continues to engage in UN system-wide coherence by leading or co-leading joint programmes on employment and social protection in 16 of the 35 DAO countries, it is hoped that more alignment is to come.

Outcome Strategy related to DW measurement and DWC profiles

The Outcome Strategy was largely successful in achieving mainstreaming of DW concepts into large a number of laws and policies: this is a good basis for sustainability and impact but more is needed in terms of operationalization.

The interviewees for this evaluation thought that the fact that DW is now mainstreamed into a large number of laws and policies is good grounds to be optimistic about the impact and sustainability of the outcomes. However, there is a long way to go to complement the laws and policies with regulations and concrete implementation plans. The requirements for implementing them are great and contingent on building the capacity of the constituents, including local governments. For example, the *Independent evaluation of the ILO's strategy to integrate inclusive employment policies* (2012) noted that ILO enjoys growing international visibility and voice on employment policy issues. In addition, in terms of operational effectiveness, it has demonstrated its reliability in completing its programme of work. However, it could improve the impact and sustainability of its strategy and capacity by articulating a longer term vision of how countries can be supported through all stages of the employment policy cycle.

This evaluation confirmed that, among the core constituents, there is now a greater recognition that productive employment and DW play a key role in promoting inclusive growth.⁸⁹ There is target-orientation on job creation and the government is trying to institutionalise it all levels. Awareness about labour laws, international labour standards, fundamental principles and rights, and conventions has also increased due to close working of the constituents with the ILO. The ILO has contributed to the policy debate highlighting the importance of inclusive growth (particularly noted in the Philippines). However, the fact that the DWA and its messages at times overlapped in countries focusing on poverty reduction threatens the impact and sustainability of ILO's efforts.

The improved culture of social dialogue is a good basis for the sustainability and impact of the tripartite mode of achieving greater DW mainstreaming, but more focus on the capacity building of the partners and on the enabling environment is needed.

Both the document review and the interviews conducted under this evaluation indicate that industrial harmony was improved by promoting the culture of dialogue. ILO was successful in bringing the notion of social partnership onto national agendas. ILO's efforts at building the social partners' capacity have, by and large, been successful, setting a good foundation for sustainability. There are

⁸⁸ ILO: *The ILO and the EU, partners for decent work and social justice: impact of ten years of cooperation* (Geneva, 2014).

⁸⁹ United Republic of Tanzania: *Poverty and Human Development Report 2011* (Dar es Salaam, Secretariat, Poverty Eradication Division, Ministry of Finance, 2012).

already examples when they have taken over the activities initially supported by ILO.⁹⁰ Despite this, however, the true strengthening of social dialogue, not only at national level, but also at provincial levels remains a challenge in most of the countries. More focus is needed on:

- strengthening the capacities of the social partners to boost both the level of impact and potential for the sustainability of the efforts related to DW mainstreaming; and
- improving the existing *legal and institutional frameworks of tripartite and bipartite social dialogue aligned* with international labour standards.

Adequate assessments of the potential for sustainability, replicability and risks at the onset are lacking; this is a threat to the likelihood of sustainability and delivery at scale.

A number of evaluations concur that adequate assessments of the potential for sustainability, replicability and risks at the onset are lacking. This is a weakness affecting the ultimate sustainability of DW mainstreaming. For example, the *Independent evaluation of the ILO's support to the Decent Work Country Programme for India (2007–12)* notes that greater attention to sustainability strategies for ILO interventions, especially with respect to the replicability of pilot initiatives and the transfer of ownership to national constituents is needed. The *Independent evaluation of the ILO's strategy to promote decent work in the Arab region: a cluster evaluation of Jordan, Lebanon and the Occupied Palestinian Territory (2013)* noted that greater use of risk assessment could have led to a better understanding of the impact of the regional crises on industrial and labour relations. These observations concur with the findings of this evaluation.

Outcome Strategy in building local capacity to promote mainstreaming DW

Enhanced local capacities support the likelihood of sustainability and impact of measures aimed at DW mainstreaming: given the vast needs, more focus is needed on sustainable ways of capacity building.

ILO through DWCPs and other initiatives has raised awareness on DW deficits and has strengthened national capacities to recognize and counteract them, and develop ways forward. The government agencies in many areas have benefited from significant capacity building programmes with ILO's support. However, governments' priorities and staff change, and more focus is, therefore, needed on:

- ✓ ***institutionalization of training***, e.g. through training institutions for public servants: where there are already examples, e.g. in mainland United Republic of Tanzania, but a more structured approach is perhaps needed across the board; and
- ✓ ***mainstreaming DW into training curricula*** of educational institutions: where there are already examples, e.g. in the Republic of Moldova where ILO-IPEC partners mainstreamed WFCL issues into the curricula of three universities, but again, more focus on this is perhaps needed across the board.

Although there are good examples of governments' commitment, financial aspects remain one of the main threats to overall sustainability.

There are many examples where governments have contributed significant financial resources and even set up institutions supporting the sustainability of initiatives and policies promoting DW. For example, in the *United Republic of Tanzania*, the government has launched two funds, the Youth Development Fund (YDF) and the Economic Empowerment Fund (EEF) to promote employment creation for Tanzanian youths; in the *Republic of Moldova*, the government set up a Child Labour Monitoring System in five ILO-piloted areas and a Child Labour Monitoring Unit within the Labour Inspectorate. However, sustainability is not assured in all cases. For example, the *United Republic of Tanzania* faces difficulty in fully operationalizing the Labour Market Information System (LMIS);

⁹⁰ For example: in Indonesia, the Indonesian Prosperous Trade Union Confederation, in cooperation with migrant and domestic workers' organizations, and CSOs, are implementing the national campaign for domestic workers' rights; in Armenia, the Republican Union of Employers of Armenia (RUEA) took the role of promoter of OSH in the country, resulting from the implementation of the OSH standards in enterprises, etc.

and, while the OSH legislation has been reviewed and an agency established, and the ILO is building its capacity, the shortage of staff and funds hinders its efficient functioning. To conclude, assessments of the potential for sustainability have not always been accurate and adequate. More generally, it is fair to state that capacity building needs are much larger than ILO can provide, and government assurances to contribute or take over future funding are not always there. It is also fair to say that the experience demonstrates that capacity building itself does not produce relevant results if major structural issues are not solved.

Measuring DW: labour statistics, DWC profiles and DWIs

The potential for impact of the Outcome Strategy aimed at better measurement of DW is rather high but more coherence is needed.

ILO regular activities in terms of building the capacity of NSOs and improving LFSs have a high potential for achieving an impact through improving the evidence base for labour market statistics feeding into policy-making (with a caveat that a more balanced approach is needed across countries). The initiatives related to DWIs and DWC profiles have been a strong value added: in fact they were mutually reinforcing. The initiatives related to DWIs and DWC profiles had a considerable impact:

- **globally:** better global understanding of the objectives and methodology of MAP and of the mainstreaming of DW in the international community;
- **regionally:** through awareness raising and technical capacity building for a large number of participants; the use of regional organizations, ASEAN, SADC, the Pacific Forum, SAARC and MERCOSUR providing additional capacity for coordination and dissemination; the promotion of regional databases on DWIs;
- **locally:** through: (a) *improved technical capacity* of national partners; improvement of national statistics; (b) *increased social dialogue*, beyond the intended use of the DWC profile as a tool for advocacy on DW, and for joint advocacy in the programming of DW strategies, tripartite consultations nationally were significant *contributions to the culture* of consultative policy-making; are considered significant and *valuable outcomes*; (c) *strengthening of policy formulation* through better coordination (to an extent); in some countries, this is complemented by the ILO's own research products (for example, in *Indonesia*, by ILO's annual reports on labour jobs and trends); and (d) *enhanced understanding of DW* and its measurement *with a degree of increased advocacy capacity*.

The sustainability potential of mainstreaming efforts to strengthen labour statistics is strong, but more needs to be done to build a strong local cadre of professional labour statisticians.

ILO's regular work *to improve LFSs* has enhanced the likelihood of sustainability in the measurement of DW leading to better-informed policies aimed at mainstreaming DW. Challenges related to capacity gaps at local levels need careful assessment. While strengthening NSOs is part of the overall strategy, there is also a need to identify experts at regional and national levels in advance. Based on the available reports, it is safe to assume that while, in some cases, there might have been a genuine dearth of experts, there are instances where the real issue was the availability of local experts as needed. This indicates that DW profiling and mainstreaming will require advance planning to ensure their availability.

The current lack of clarity on DW measurement and follow-up is a potential threat to sustaining gains.

The MAP evaluation found that "high quality capacity building, awareness generation on DWIs, greater stakeholder recognition of the DW principles, legislative changes, and strengthening of a DW community at national, regional and global levels" positively contributed to the sustainability of gains. It also concluded that insufficient national capacities, financial resources, weak institutional systems to follow-up on the process and, in some cases, lack of commitment will be a major hindrance to sustainability. The findings under the current evaluation are in line with this conclusion. At the **global level**, the fact that a guide on global methodology for national monitoring and assessment of progress

of DW was developed together with a toolkit for mainstreaming DW in EU technical cooperation projects will indeed support the sustainability of the use of DWIs globally. *However the bottom-up process needs to be sustainable.* At the **local level**, while DWC profiles (with DWIs) were highly appreciated by all the constituents and they would all like to have updates, sustainability was not assured.

- In some countries, ***convincing ownership of the DWI and DWC profiles by relevant stakeholders is not evident*** (this was also noted in the MAP evaluation). It could be argued that the sustainability element did not receive the required attention at the time the work on DWC profiles and DWIs started. Based on this finding and also the fact, that, as noted in the MAP evaluation, although a consultative approach was followed to understand the needs and limitations of such an initiative, specific country needs were not sufficiently considered in the final design. The *Internal stocktaking of the ILO's programme on measuring decent work: decent work indicators and decent work country profiles* (2014), which covered countries that have not taken part in that project (Azerbaijan, Jordan, Kyrgyzstan, Republic of Moldova, Senegal, and South Africa) found that, in some countries, e.g. in Jordan, the initiative came from within the ILO and, consequently, the consultation and validation process was weaker.
- It requires ***financial resources*** (updates to LFS research), to which most of the countries have not explicitly committed. It requires ***expertise and data collection*** systems, which currently are not assured in many of the countries. The MAP evaluation also noted that it was clear that apart from buy-in by the national governments and international agencies, a fair amount of *intellectual and financial investment* is required to enhance constituents' capacities, especially national governments and international agencies

Thus, in countries where the project is still highly relevant, ILO's technical and financial assistance will be required to build capacities at national level in institutionalizing the development of a sustainable strategy for measuring, monitoring and reporting DW. In others, specific TA is required for specific areas, such as integrating data collection on some specific indicators, strengthening national data collection systems, analytical studies, etc. With changes in the organizational structure of ILO, there is currently no clarity on the positioning of technical support for DWC profiles. There is no specific team that can take it forward at HQ. At the same time, it is not clear whether DWC profiles and country scans (as mandated after the Global Jobs Pact) would continue as separate exercises or in some new format that has elements of both. The evaluation team is of the view that ideally, there should be mix, a document that gives credible, validated empirical data on a range of DWIs and also puts forth some policy perspective/recommendations. This would, however, require that a standard methodology and layout be worked out, an understanding of the process, and the involvement of constituents and their validation of the document. It is also important to have a clear idea of how it would feed into DWCPs.

DWC profiles were envisaged as the principal products that would serve as references for monitoring and assessing progress towards DW at national and sometimes sub-national levels. The *Internal stocktaking of the ILO's programme on measuring decent work: decent work indicators and decent work country profiles* (2014) found that the relationship between the DWC profiles and the DWCPs was not clear, neither at HQ, nor in the field. The report found that in the countries under review, the profiles were perceived as an output of the DWCPs and were expected to be an instrument to monitor them. This means that they were potentially seen as instruments to monitor the programmes, but they have not yet reached that level. The interviews conducted during this evaluation concur that the link between DWCPs and DWC profiles are not clear, and that there were no clear messages from ILO HQ regarding their use and updating, for instance, should the profiles be updated coterminous with DWCPs.

With all the above reflection, it has to be said that, in a few countries, such as Brazil (see Box 9), the case for the sustainability of DWIs/DWC profile(s) is strong.

Box 9. Strong case for sustainability of DWIs and DWC profiles: Brazil

As the Instituto Brasileiro de Geografia e Estatística (Brazilian Institute of Geography and Statistics – IBGE) integrated DWIs into their regular sample survey, these data are now part of that system. Moreover, with the regional focus, the risk of oversight of regional disparities is minimized. As the DWC profile process was highly consultative, moving from national to state levels, awareness of the DWIs and profile was enhanced. Going by the evidence gathered during the MAP evaluation and interaction with stakeholders during this evaluation, there is a definite awareness of the existence and potential use of DW profiles, which also increases the potential of its use in policy discussions. Including data on child labour and encouraging gender disaggregation of DWIs has a definite value added for the country. Also, ILO support within the Ministry of Labour was established to regularly update the database, which was relevant the government's efforts in this direction.

5. CONCLUSIONS

Relevance

The ILO has kept pace with global developments involving considerable dialogue with other international bodies, which led to the adoption of the Global Jobs Pact by ILO's constituents in 2009. It opened up new avenues for joint initiatives with key international organizations (e.g. EU, IMF on the Social Protection Floor, and G20 process) to advocate for macroeconomic policies that address both the demand and supply sides of labour markets, and promote stable, inclusive economic growth and social cohesion. Generally, the ILO has used these avenues well to promote the DWA.

ILO's activities in the countries aimed at mainstreaming DW are in line with the priorities identified at regional and local levels. The Office has adequately responded to Member States' changing environments, country contexts and priority needs in terms of the DWA. It has also responded to the key policy priorities identified in the country policy frameworks/national development plans. The latter was facilitated by the fact that the second generation of DWCPs were developed in much more consultative manner and coincided with the development of the second generation of PRSPs. The link with poverty alleviation is indirect with ILO focusing on DW. While it is conceptually relevant and the poverty alleviation role of DW has been recognized, it needs to be better elaborated. By and large the thematic focus was mostly relevant to country contexts. In all the countries, ILO's strategy has placed employment at its heart (in line both with the spirit of the DWA and governments' strategies) and has had a special focus on strengthening social partnerships and social dialogue. The strategy is more relevant when the necessary measures are put in place locally to ensure that it responds to actual needs, e.g. when DWCPs are based on thorough needs assessments, which are lacking at times.

The Outcome Strategy is mostly relevant to the priorities of the tripartite constituents and so is the country strategy mix. Capacity building of the constituents is very important, as is the need to improve the enabling environment. The needs in the latter are often greater. ILO's tripartite mechanism and long-standing expertise in DW aspects are its key advantages valued by international organizations globally.

Increasing statistical capacity to measure DW is one of the potential criteria for mainstreaming in achieving Outcome 19. The evaluation finds that independently and jointly with other international partners (most notably through the EC-ILO MAP project under which eight of the 17 existing DWC profiles were prepared), the ILO has undertaken activities which were relevant to the development of measurement indicators for DW overall. However, they did not always reflect well the specific circumstances of each of the countries concerned, for instance, in countries where gaps in statistical capacity were high, requiring more time and resources than were available. In such cases, the measurement efforts tend to become ILO driven. In summary, relevance would be higher if capacity gaps were addressed prior to, or at least, in parallel with DW measurement efforts. Among case study countries, the United Republic of Tanzania emerged as a good example where in-house capacity building (at the level of the government) took place alongside the development of a DWC profile.

Coherence and complementarity

Vertical coherence of the Outcome Strategy (between activities at HQ-RO-CO levels) has been mixed. Along with positive examples (ILO-IMF cooperation), there is the not entirely vertically coherent case of DW measurement. Horizontal coherence between the components of an Outcome Strategy in a given country could be improved. The DWCPs, which are seen as the framework for horizontal alignment of activities, play an important role in this, although there is a room for their improvement too. Multiple initiatives, such as *Global Jobs Pact Scans*, *Studies on Growth with Equity* series, and *Labour and Social Trends* reports aimed at assessing DW in the countries call for better coherence within and among countries, with more attention being paid to training the users of the information, and building local analytical capacity institutionally.

The Outcome 19 Strategy is strongly complementary to other global initiatives (e.g. UNDG- led post-2015 agenda negotiations, the UN Joint Crisis Initiatives, the G20 response to the global crisis). Other

ILO initiatives at the national level are often complementary to the main stream of activities (e.g. IFC/ILO joint initiatives of Better Work, CoopAfrica, etc.). Locally, it is complementary to other initiatives of the UN agencies, but joint projects are not common (except in countries with UN-One DAO). Complementarity with the strategies of other international organizations locally is not so strong, although there were examples of fruitful cooperation (e.g. IMF and EU).

Effectiveness

Through its policy coherence initiatives, the ILO has been successful in building global alliances for mainstreaming DW, examples of which include: (i) efforts aimed at mainstreaming DWA in the multilaterals' response to the global crisis with the Global Jobs Pact; (ii) work with other agencies, such as the ILO-IMF policy dialogue for DW and inclusive, sustainable and equitable growth; (iii) ILO's contribution to post-2015 discussions, highlighting the priority of employment, DW and inclusive growth; and (iv) activities initiated through the G20.

This work has contributed to many international organizations mainstreaming DW concepts into their work, e.g. FAO (a joint website 'Food, Agriculture and DW': this initiative is widely regarded as CEB toolkit success story); UNDP (its Executive Board endorsed the Global Jobs Pact as an institutional objective, integrating it into its operational activities in 2010); and the EC (EU Consensus on Development 2005; EC's Agenda of Change).

The ILO-EC MAP project strongly contributed to placing DW measurement on social and economic agendas, building on other work led by the former INTEGRATION department in terms of measuring DW. It enhanced the DWIs and supported the development of DWC profiles. However, the lack of internal coherence within the ILO to some extent poses a threat to the effectiveness of this initiative (with multiple assessment guides in place concurrently).

In terms of ILO RBM, not all countries succeeded in integrating all the planned aspects on the mainstreaming of DW and not all the identified countries for Indicator 19.1 have been both targeted and reported under Outcome 19, in the related biennia. Reporting aside, however, the work continues. One lesson from this is perhaps the fact that the targets were set too ambitiously.

- With regards to the main policy papers of the countries under review, ILO has been successful in working with the national constituents to achieve the mainstreaming of DW concepts in the reviewed countries. The depth of mainstreaming varies from country to country (laws and policies versus implementation-related regulations, and plans and funding), as does the extent of ILO's involvement (ranging from very little involvement to strong influence). It is noteworthy that the economic crises have played a dual role in terms of the intensity of measures aimed at the mainstreaming of DW in different countries. With regards to the mainstreaming of DW in sectoral policies, several areas stood out where most of the countries included in the review have registered significant successes (e.g. the elimination of WFCL; forced labour and trafficking; promoting youth employment; improving the governance of labour migration; and anti-discrimination policies in the workplace). In some others, success was mixed (e.g. national employment policies and labour laws, social protection, labour inspection, OSH, and the protection of the rights of the domestic workers). Major challenges persist in a few areas related to the mainstreaming of DW into national policies, including minimum wage policy and informal work.
- ILO has been successful in highlighting the notion and importance of social dialogue and promoting the culture of tripartism in all the countries, but the needs for further capacity building and reforms in the regulatory environment are significant. It has been mostly effective in highlighting the DW concerns of women workers in policies and programmes, but challenges persist in some areas, e.g. in terms of access to certain professions, retirement age, etc.

- The component of the Outcome Strategy targeting building institutional capacities has been mostly effective in terms of the mainstreaming of DW. However, more focus is needed on institutional capacity building in a sustainable manner and on the better assessment of the relative effectiveness of capacity building as opposed to legal and regulatory support at the onset. Capacity building is less effective if the enabling environment is lacking. Targeting awareness raising needs to be emphasized to promote the understanding of the reforms by the users of the new systems and services, and to gain their buy-in.
- Continued long-standing assistance related to labour statistics has proved to be essential in promoting the mainstreaming of DW and feeding the evidence into policy-making – a more balanced approach across the countries would have made this result even more notable. This work and the initiative on the development of DWIs and DWC profiles were mutually reinforcing and supportive of national analytical capacity building. However, for the latter, more coherence in approaches was (and is) needed coupled with better assessment of national ownership, sustainability design and clearer messages related to their purpose. Also, there is a need to promote the use of profiles and other tools for analysis and referencing by relevant ministries. Overall, a balance of statistics, research and visibility measures would positively contribute to the effectiveness of the strategy.
- There is clear evidence of greater reflection of DW concerns in UNDAFs and joint UN programmes. The CEB toolkit was useful in mainstreaming DW into national policies and UNDAFs in the countries where this was piloted. However, the effectiveness of the CEB toolkit application remained low.

DWCPs have proved to be an effective framework in which to support the mainstreaming of the DWA by promoting consultations, building awareness and generating commitments towards DW opportunities. The process of developing the DWCPs, if conducted in line with the guidance, is an important factor in stimulating debates nationally, and will eventually lead to urgent legislative and policy issues being addressed. However, the organizational and institutional arrangements for DWCPs lag behind progress in developing the conceptual frameworks for the country programme frameworks.

South-South Triangular Cooperation (SSTC) has proved to be an important avenue in promoting DW mainstreaming, both via special programmes and under the umbrellas of formal regional alliances.

Efficiency

ILO vertical management arrangements have mostly worked well in terms of supporting greater mainstreaming of DW, but certain challenges persist. These are related to vertical coherence and the availability of experts regionally and locally to provide technical support in high-level collaborations, and to the timely response to national constituents' TA requests. In some countries, the lack of resources affects the effectiveness and efficiency of the COs' work aimed at mainstreaming DW.

There are issues related to ILO visibility, which is rather low in some countries, ultimately hindering the extent to which DW is mainstreamed. In many countries, lack of resources is only one of the contributing factors and perhaps not the main one. The lack of a strategy for wider communication is a more important reason.

The fact that activities are mostly being implemented with delays (an observation shared by most of the ILO staff in a recent staff survey)⁹¹ might affect the relevance and effectiveness of DW mainstreaming work by the COs. At times, the projects are of too short a duration to achieve the outcomes defined. This coupled with delays in approval, launch and transactions reduces time efficiency.

The review of the evaluations of ILO's COs and DWCPs indicates that activities are mostly being completed on budget, but the financial resource allocation is often insufficient. There has been an

⁹¹ ILO: *Staff survey on ILO field operations and service delivery* (Geneva, 2013).

increase in the budget allocation for the Outcome 19, both from regular-budget and extra-budgetary funds. Most extra-budgetary allocations were, however, at the level of global or regional programme outcomes.

The monitoring of indicators for Outcome 19 needs improvement and so do the links with CPO outcomes/monitoring indicators for DWCPs. So far, the systems for organizational-wide learning do not sufficiently support knowledge and experience sharing related to DW mainstreaming.

Potential for impact and sustainability

The DW concept is likely to feature prominently in future applications of the post-2015 agenda. The fact that the mainstreaming DW by international agencies/multilaterals at policy level progressed well globally is a sound basis for sustainability, but it has as yet to be absorbed locally by the same agencies. At the national level, inclusion of DW elements at the level of UNDAFs has progressed, but sustainability will be more likely with a stronger push towards more integrated UN programmes locally. The fact that ILO already engages in UN system-wide coherence by leading or co-leading joint programmes on employment and social protection in 16 of the 35 DAO countries gives good grounds for being optimistic about the likelihood of more alignment to come.

The Outcome Strategy was largely successful in achieving the mainstreaming of DW concepts into large numbers of laws and policies. This provides a solid basis on which to claim that the likelihood of sustainability of these policy reforms is high, but more needs to be done to support their translation into the implementation stage. Also, there should be more attention to the assessment of potential sustainability, replicability and risks at the onset. Although there are good examples of governments' commitment, financial aspects remain one of the main threats to overall sustainability.

ILO has strongly contributed to placing productive employment and DW at the centre of government policies of the countries under review, but the links with the poverty alleviation agenda need to be better demonstrated and articulated, so that DWA and its messages do not overlap in the countries focusing on poverty reduction where other UN agencies have core mandates; this is an important factor in promoting the sustainability of the Outcome Strategy.

The Strategy was largely successful in promoting the culture of social dialogue, but in many countries, more attention is needed to strengthen the capacities of the social partners to promote sustainability and impact. Also, the existing legal and institutional frameworks of tripartite and bipartite social dialogue still need to be fully aligned with international labour standards and further strengthened. In terms of the capacities of the government agencies, ILO was largely successful in building local capacities to promote mainstreaming. However, given the vast needs, more focus is needed on sustainable avenues for training and capacity building (e.g. via training institutions for public servants, mainstreaming DW into the training curricula of educational institutions, strengthening NSOs' capacities, etc.).

The component of the Outcome Strategy related to the continued improvement of labour market statistics is an important building block supporting the sustainability of DW measurement efforts that feed into national and global policy-making. The sustainability potential of mainstream efforts to strengthen labour statistics is strong, but more needs to be done to build strong local cadres of professional local labour statisticians. It is highly likely that DWIs/DWC profiles will continue to be mainstreamed in some form into the measurement of DW globally. This is especially true given that there is now a guide on a global methodology for national monitoring and assessment of progress on DW, and a toolkit for mainstreaming DW in EC technical cooperation projects locally. Nevertheless, there are threats to this sustainability, e.g. related to national ownership and funding in some countries, lack of the necessary expertise, lack of clarity related to ILO's commitment to continued support, lack of coherence within ILO, etc.

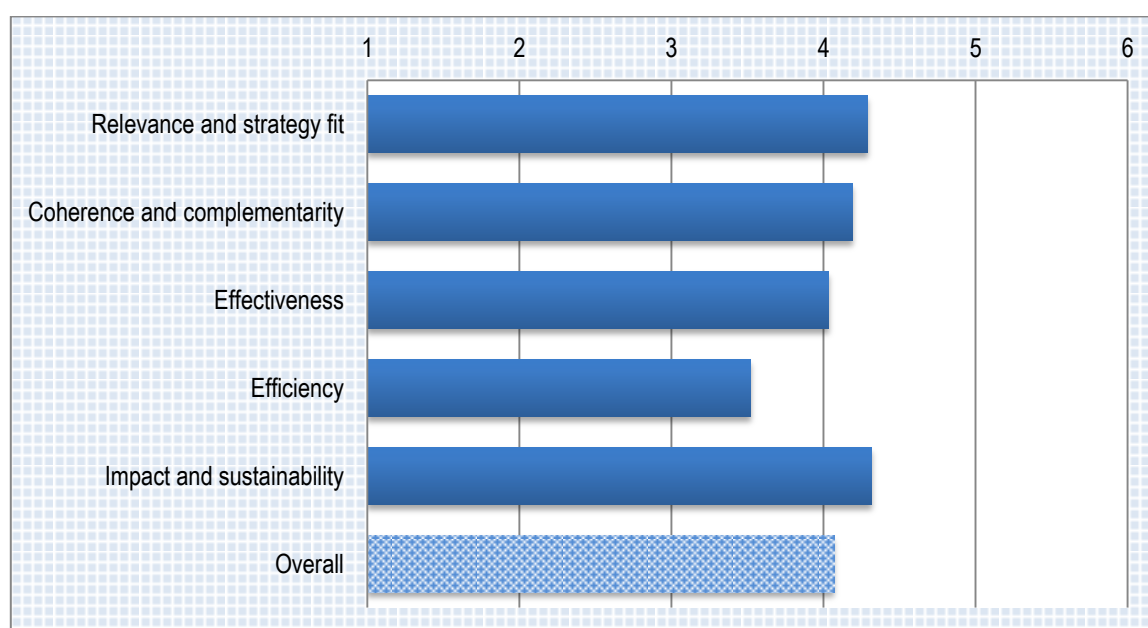
While the evaluation attempts to bring forth lessons and recommendations with regards to DW mainstreaming, it is imperative to stress that the ILO's efforts towards policy coherence, especially at

national levels cannot solely be assessed under Outcome 19. The evaluation report reflects the significant contributions and advances made to the overall agenda of policy coherence by the Office in: developing comprehensive and inclusive DWCPs; evolving relationships with UN partners; promoting the capacity building of constituents to contribute to policy and programme frameworks including UNDAFs; and in expanding the mainstreaming of DW into policies, programmes and institutions under different outcomes.

The evaluation team finds that correspondent to the global-level efforts there is a need to engage a larger spectrum of government agencies (apart from the ministry of labour) and institutions including CSOs at national level, which would boost advocacy efforts and visibility. It would also improve ILO's visibility generally as a knowledge agency on DW and, specifically, the visibility of its core competencies and products. While significant advances have been made in establishing ILO's comparative advantages, the visibility agenda needs to be followed more strategically. The general population also needs to be more aware of DW concepts, for instance, as in Argentina where the mainstreaming of DW concepts is included in the school curriculum. Knowledge management also needs more attention as constituents expect more robust sharing of experiences and lessons. A significant point was raised about constituents' expectation that ILO should better align financial and technical resources allocated to strengthening the implementation of laws and policies.

The overall scoring⁹² finds the performance 'somewhat satisfactory' with a comparatively higher score on impact and sustainability. This can be explained by the fact that the Office has been successful in embedding DW in several global and international platforms with a high likelihood of continued support from these agencies. Similarly, a number of upstream activities, covering national laws and policies were noted with regards to mainstreaming DW at national level.

Figure 8. Overall performance score on evaluation criteria



⁹² The scoring uses a six-point scale where: 1-very unsatisfactory; 2-unsatisfactory; 3-somewhat unsatisfactory; 4-somewhat satisfactory; 5-satisfactory; 6-very satisfactory. The graph represents composite scores provided by evaluation team members, on the basis on constituents' feedback and their own assessments from case study countries and HQ.

6. LESSONS LEARNED

- ▶ Use of the ILO's comparative advantage is optimized when technical advice and assistance is made available to respond to emerging national situations and/or crisis situations. The DWA gains greater acceptance when governments recognize the deficit and are open to dialogue and new policy approaches. At the same time, close interaction with other development partners such as multilaterals operational in the country helps to mainstream DW concepts through a larger collaborative base.
- ▶ Engaging with a larger spectrum of government agencies will boost ILO visibility and will also allow situations to be avoided where uncoordinated reforms are pursued by various ministries. More and closer engagement with CSOs, NGOs and think tanks will boost the strength of advocacy efforts and visibility.
- ▶ Well-coordinated actions between regional and national offices help maximize impact. The experience with the DW measurement activities (specifically the development of DWC profiles) illustrates a contrasting picture where parallel initiatives and indicators reduced the coherence of the approach, and the extent of impact in some countries.
- ▶ The One-UN framework has proved to be effective in stimulating joint programmes between other UN agencies and the ILO, which has facilitated DW mainstreaming.
- ▶ Capacity building itself does not produce relevant results if major structural issues are not solved. In such circumstances, resources for capacity building could be channelled in other directions, where more efficiency in results could be seen.
- ▶ Achieving DW mainstreaming in laws and policies is only a first step. Raising awareness of the reform agenda should receive better recognition as an important ingredient of capacity building, as it will facilitate the buy-in from the users of the services.
- ▶ NSOs across Member States have varied capacities requiring different levels of engagement with regard to the development of DWIs and DWC profiles. The process of identifying and developing DWIs is more effective in countries with long-standing experience of working with the ILO to improve labour statistics.

7. RECOMMENDATIONS

Recommendation 1: Continue with the current mainstreaming efforts at global level taking advantage of past experiences. Undoubtedly, the concept of DW as a means to human development has wider acceptance, and ILO has created strong allies for the DWA. The next step should be to collaborate with specific agencies on operationalizing this Agenda at national level. At the same time, assessing and fostering complementarities between global programmes and the DW mainstreaming initiatives is important.

Responsible unit	Priority	Time implication	Resource implication
MULTILATERALS and COs	High	Medium term (next SPF period)	Yes

Recommendation 2: Further strengthen the ILO's comparative advantage on DW and labour statistics. Increasing interest of multilateral and financial entities' in empirical evidence of the linkages between DW and sustainable social-economic development calls for a defined role by the ILO. At the same time, constituents look forward to the ILO's support in strengthening their own capacities for measuring DW. Therefore, the ILO needs to further build upon its comparative advantage in this area. Greater attention needs to be paid to ensure the availability of experts at regional and local levels.

Responsible unit	Priority	Time implication	Resource implication
MULTILATERALS, Statistics	High	Medium term (next SPF period)	Yes (budget for knowledge products and staff time)

Recommendation 3: Develop and announce a clear strategy on future approaches to measuring DW. The current lack of clarity about the DW measurement portfolio needs to be resolved. Past evaluations and constituents interviewed during this evaluation also point to the multiplicity of analytical models. Although the products are appreciated for their quality, there is also confusion about the use of various studies and analyses, and what should be used as the ultimate reference for DWCP formulation or policy discussions. The Office needs to provide a clear basis on which the COs can direct their efforts in this regard while also offering them scope to report their achievements.

Responsible unit	Priority	Time implication	Resource implication
HQ (DDGP)	High	Short term	No

Recommendation 4: Aim at clearly positioning ILO's mandate on DW measurement and mainstreaming in the next SPF. As the Office moves towards a new strategic framework post-2015 and priority areas of work, it is important to translate the ILO's intentions with regard to measuring and mainstreaming DW in the form of measurable and reportable results. The organizational structure and results framework with regard to the ILO's work on DW measurement and mainstreaming, therefore, should be clearly defined and aligned in the future framework.

Responsible unit	Priority	Time implication	Resource implication
HQ (DDGP)	High	Short term	No

Recommendation 5: Develop strategies and processes to enable better targeting of multilateral agencies for mainstreaming DW. The ILO's strategy for mainstreaming DW into the policies and programmes of multilateral and financial agencies should follow a targeted and intensive approach. The focus should be on sustainable outcomes to be achieved together over a given period of time. These should be based on clearly matched mandates with scope for leveraging comparative advantages. Follow-up on results should be encouraged.

Responsible unit	Priority	Time implication	Resource implication
MULTILATERALS	Medium	Medium term	Yes

Recommendation 6: Prioritize assistance related to resolving structural issues over capacity building if the former pose a major challenge. This could prove instrumental in deeper mainstreaming of the DWA. Capacity building itself does not produce relevant results in an environment of weak regulatory frameworks governing all aspects of DW – from the laws and policies of a sectoral nature to those dealing with freedom of association and social dialogue. Improving these frameworks will set the capacity building efforts on a more sustainable footing. Moreover, working on policy and regulatory issues with the constituents is in itself an effective form of capacity building.

Responsible unit	Priority	Time implication	Resource implication
COs	Medium	Long term	Resource prioritization needed

Recommendation 7: Improve sustainability assessments at the design stage putting a special effort into the design of initiatives with sustainability concerns. The capacity-building needs of government implementation agencies are too large. Coupled with the financial constraints and high turnover of staff that many governments face, this can pose a challenge in terms of sustainability. Therefore, it should be better assessed at the start and addressed more realistically based on the needs assessment.

Responsible unit	Priority	Time implication	Resource implication
MULTILATERALS and COs	High	Long term	No

OFFICE's RESPONSE

Recommendations 1 and 2:

The Office fully agrees with the importance of continuing with its mainstreaming efforts at the global level. It has made significant progress in promoting decent work in recent years, in particular as part of the response to the financial and economic crisis through work related to the Global Jobs Pact, UN joint crisis initiatives and support to the G20. These gains cannot be taken for granted, and the Office will focus its efforts on those organizations whose mandates and complementarity will ensure the greatest impact. The Office is also mindful that the finalization and adoption of the post-2015 development agenda will create new opportunities and challenges in mainstreaming the Decent Work Agenda. At the country level, collaboration with other UN agencies necessarily entails participating in joint programming in Delivering as One initiatives and continuing to harmonize DWCPs with UNDAF priorities.

Recommendation 3:

The ILO has made progress in enhancing its statistical activities since 2009 by strengthening the capacities of regional labour statisticians in Africa, the Americas and Asia. It has also redefined its corporate database and merged data with the ILOSTAT database. Huge gaps in data availability were identified and the Office has tried to enhance its presence at national levels by filling these gaps, and supporting countries in producing basic labour statistics and decent work indicators. In this task, partnerships with donors have been identified as crucial, as has the need to strengthen the Office's capacity to provide timely and relevant technical support in producing basic statistics through surveys, administrative registries and other sources, along with labour market information systems able to monitor decent work programmes in the field. By refining statistical concepts to better capture relevant variables in the world of work (such as work, employment, underutilization and informality) the Office managed to promote important changes in ways of defining and capturing information by countries, which need to be followed up and implemented in the field with the ILO's support. In this regard, it is important to see this task as very relevant in supporting mainstreaming decent work at the national level, since the task involves discussions with constituents and with other development agencies. The ILO is seen as the organization in charge of the statistical standards and definitions for decent work, and this role helps the mainstreaming efforts.

Recommendation 4:

In March 2013, the delegates to the 317th Session of the Governing Body discussed the ILO programme on measuring decent work, and noted that the preparation of the decent work country profiles would conclude at the end of the 2012–13 biennium and that evaluations of the work would be undertaken. Two such evaluations have taken place: an independent evaluation of the ILO–European Commission project, “Monitoring and Assessing Progress on Decent Work”, and a stocktaking exercise of the wider ILO programme on measuring decent work. An information paper on the evaluations has been prepared for the 322nd Session of the Governing Body (November 2014), which will be discussed in the Institutional Section.

The Office is providing information to the Governing Body on the evaluation of the programme of work on decent work indicators and country profiles. It recognizes that it will need to further develop its thinking on how to best ensure the streamlining of the various analytical products that have been developed over recent years to meet constituents' needs.

Recommendation 5:

The evaluation of outcome 19 noted that the mainstreaming of decent work should reflect efforts across the strategic framework outcomes, and that the outcome was not a particularly good fit with the other 18 “thematic” outcomes. In the programme and budget proposals and draft transitional strategic plan for 2016–17, a number of key elements of the former outcome 19 related to ILO work with the multilateral system and work at the country level will be incorporated into the new governance outcome, “advocacy for decent work”. It will also highlight the Office’s communication efforts to raise the profile of the Decent Work Agenda. The Office looks forward to guidance from the Governing Body on the future of the programme on measuring decent work to enable it to take a decision on its most appropriate placement in the SPF.

Recommendations 6 and 7:

Ensuring the presence of a basic institutional infrastructure and/or an appropriate enabling environment to ensure that capacity building will be useful and have an impact is an important issue that goes beyond the work undertaken under Outcome 19. It touches on the Office’s approach to support countries through DWCPs and technical cooperation projects. A number of evaluations, including that of the ILO–European Commission Monitoring and Assessing Progress on Decent Work project under outcome 19, have cited lessons on country selection and the pitfalls of a “one size fits all” approach to programming and project design. The same applies to the issue of ensuring sustainability. The Office appreciates the observation in the evaluation that it needs to be more selective and strategic in its capacity-building efforts.

Annex I. Evaluation Terms of Reference

Independent evaluation of the ILO's strategy for coherent policies for decent work

Introduction

In compliance with the Governing Body endorsed programme of work for 2014, the ILO evaluation unit will conduct an independent evaluation of Outcome 19 of the 2010-15 Strategic Policy Framework. The evaluation will assess the ILO's global strategy and contribution in supporting member States to adopt coherent policies for decent work through integrated approaches.

Background and justification

Decent work sums up the aspirations of people in their working lives. It involves opportunities for work that is productive and delivers a fair income, security in the workplace and social protection for families, better prospects for personal development and social integration, freedom for people to express their concerns, organize and participate in the decisions that affect their lives and equality of opportunity and treatment for all women and men.

It has been well over a decade since the ILO created Decent Work Agenda for the community of work. Putting the Decent Work Agenda into practice is achieved through the implementation of the ILO's four strategic objectives. These are: creating jobs; guaranteeing rights at work; extending social protection; and promoting social dialogue. Gender equality and non-discrimination included as crosscutting objectives. The ILO provides support to countries through integrated Decent Work Country Programmes developed in coordination with its tripartite constituents – governments and employers' and workers' organizations.

There are 19 Outcomes in the ILO's Strategic Policy Framework (2010-2015), with Outcomes 1-18 covering key areas under each of the four strategic objectives. Outcome 19 supports member States to pursue an overall integrated approach to achieving decent work and encourages collaboration with other multilateral agencies in an effort to promote the mainstreaming of the Decent Work Agenda into their policies and programmes. It is linked to the 2008 ILO Declaration on Social Justice for a Fair Globalization, which emphasizes that efforts to promote the four strategic objectives of the Decent Work Agenda should be part of an integrated strategy at both the global and national levels. It responds to the Declaration's follow-up, which calls upon the ILO to provide assistance to its constituents to that effect.

Over the past five-year period, work has been principally organized around several interrelated thematic areas:

- Policy coherence at the national and international levels
- Responses to the global economic crisis
- Mainstreaming decent work into national development strategies and the policies and programmes of other multilateral institutions
- Development of Decent Work Country Programmes
- Upgrading of statistical services in order to measure progress towards decent work
- Improving the capacity of employers' and workers' organizations to participate in the elaboration of national development strategies and crisis responses
- Research on the relationship between macroeconomic performance and labour market outcomes and inequality

At country level, the Outcome has sought to actively support constituents in the development of Decent Work Country Programmes and the integration of decent work into national development strategies and United Nations Development Assistance Frameworks (UNDAFs). This has generally taken the form of training, capacity building, consultations and applied research and communications.

A number of countries have also sought to improve their ability to measure and monitor progress towards decent work, and the ILO has provided technical advisory services and support under this Outcome to improve their labour statistics and develop indicators and decent work country profiles. At the global and regional levels, Outcome 19 calls upon the ILO to place employment and decent work at the center of the international development agendas and to strengthen partnerships and policy coherence with other organizations. An important avenue to achieve this has been the participation of the ILO and its constituents in the “Delivering as One” UN reform initiatives and United Nations Development Assistance Frameworks (UNDAFs). The mainstreaming of the Decent Work Agenda has been facilitated through support to the UN system-wide application of the United Nations System Chief Executives Board for Coordination *Toolkit for mainstreaming employment and decent work* and of the ILO’s gender audit tool.

In response to the global financial crisis, the ILO joined in the G20 process to advocate for macroeconomic policies that address the both demand and supply sides of labour markets, and promote stable, inclusive economic growth and social cohesion. Through the creation of the G20 Employment task force, which reflects a tripartite structure, the ILO has advocated for closer integration and synergies with existing institutional procedures, such as the Mutual Assessment Process. Joint studies and other collaborative work with IMF, World Bank Group, OECD as well as regional development banks have constituted important means to position employment creation as a core theme of the global development agenda. More recent efforts are focused on the adoption of full and productive employment and decent work as an explicit goal in the post-2015 development agenda. Additional targets for the extension of social protection are also being promoted.

Results framework

The strategy’s results are monitored and reported biennially through two performance indicators:

- (19.1) The number of member States that, with ILO support, make the goal of decent work increasingly central to policy making.
- (19.2) The number of key international agencies or multilateral institutions that, through collaboration with the ILO, mainstream decent work into their policies and programmes.

Clients

The principal clients for the evaluation are the Governing Body and the ILO Office, who continue to support achievement of Outcome 19.

Evaluation scope and methodology

This evaluation topic was approved by the Governing Body in 2012 for a high-level strategy evaluation in 2014. In March 2013, the Governing Body additionally called on the Office to review work done on measuring decent work since 2008 as part of this evaluation.⁹³ In early 2014 two exercises will be completed that will feed into the independent strategy evaluation. These are 1) An independent final evaluation of the project “Monitoring and Assessing Progress on Decent Work” (MAP), financed by the European Commission; and 2) an internal stock-taking exercise of the broader programme on measuring decent work, which responded to the 2008 ILO Declaration on Social Justice for a Fair Globalization, calling for the establishment of appropriate indicators or statistics, if necessary with the assistance of the ILO, to monitor and evaluate the progress made. A 2010 evaluation of the ILO/EC project “Developing the UN CEB Toolkit within the Decent Work Campaign” will also serve as an input for assessing the broader strategy of mainstreaming decent work.

This evaluation will aim to identify major achievements and obstacles encountered to distil lessons to be learned and good practices to be reinforced. These in turn will facilitate decision making on the future course of this area of ILO’s work.

⁹³ First Supplementary Report: Measuring decent work (GB.317/INS/12/1), February 2013

Working from its mandate and operational approach, the evaluation will consider all efforts of the Office in supporting achievement of Outcome 19. Given the breadth of action being taken, the scope of the evaluation will be narrowed to the time period from 2008 when Outcome was first formulated through 2013.

The evaluation will include a review of:

- The evolving role and relevance of the ILO's strategy to mainstream decent work within the global effort to find a solution to the global employment crisis of unemployment, working poverty and informality;
- Evidence on how the Office has increased the coherence, and effectiveness (with respect to achieving results) of its support to Member States through various forms of direct services and support;
- The Office's capacities and performance regarding the implementation of this approach from headquarters, regional offices and field offices (in selected countries), including management arrangements and global and national partnerships involving constituents and other UN agencies, development agencies and civil society organizations.
- The results-based framework, the choice and the use of indicators, and the reviewing and reporting of progress with the Programme and Budget (P&B) frameworks as well as the capacity building related initiatives such as Decent Work Country Programmes (DWCPs) will be discussed.
- Coordination and collaboration across the ILO and between ILO headquarters and the field to maximize the support to constituents in improving sustainability of enterprises and decent work.

The evaluation process will adhere to the international norms and standards for independent evaluations by the United Nations Evaluation Group.

The evaluation will be participatory. Consultations with member States, international and national representatives of trade union and employers' organizations, ILO staff at headquarters and in the field, UN partners, and other stakeholders will be done through interviews, meetings, focus groups, and electronic communication.

Evaluation Criteria and Questions

The evaluation will be based on the Development Assistance Committee (DAC) criteria of relevance, efficiency, effectiveness and evidence of impact through contributions of ILO support in a selection of countries and at the global level. It will take stock of the scale and content of ILO's work, including all parts of the Office, which actively support Outcome 19 in various ways. Hence, the "3 C's" of coordination, coherence and complementarity will also be taken into account.

The DAC criteria will be defined as re-configured by the ILO to be slightly more operational.⁹⁴ The re-configured definitions are:

- Relevance and strategic fit: Extent to which objectives are consistent with country needs, global priorities and partners' context; extent to which the approach is strategic and the ILO uses its comparative advantage.
- Validity of the strategy design (coherence): Extent to which the strategy is logical and consistent, and coherent with design and operations of complementary initiatives and organizations.
- Effectiveness and progress of the strategy: Extent to which major results were achieved, or are expected to be achieved, taking into account their relative importance.
- Effectiveness of management arrangements: Extent to which management capacities, arrangements and practices supports the achievement of the results.
- Efficiency of resource use: How economically resources / inputs (funds, expertise, time, etc.) are converted into results.

⁹⁴ILO Evaluation Unit, Guidelines to results-based evaluation, January 2012.

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- Impact orientation and sustainability: Strategic orientation of the intervention towards making a significant contribution to broader, long-term, sustainable development changes; likelihood that results of an intervention are durable and can be maintained or even scaled up and replicated by intervention partners after major assistance has been completed.

Evaluation questions

Principle evaluation questions will be finalized following an initial scoping exercise. Broadly, the evaluation will seek to answer specific questions of interest to the clients of the evaluation as identified through the scoping exercise and in line with evaluation good practice. In addition, a performance rating will be used to triangulate the analysis and to report findings. Annex 1 of the ToR provides additional information on this.

Tentative methodology

The evaluation process will be based on the inception phase with desk review, an initial round of interviews in ILO headquarters, followed by a data collection phase of primary information through key interviews and surveys, in selected countries and partner organizations, which will be used in a global assessment and report writing phase.

The desk-based review will analyse selected reporting and other programme documentation, key performance criteria and indicators, to compare and assess the coherence, continuity and evidence of reported results over time. Attention will be given to main means of action, implementation performance, perceptions and evidence of major progress and significant achievements, as well as notable products and outputs in the main means of action. Application of good practices, including a results-based management approach, and use of lessons learned will also be considered. The analysis will draw from available country and global programme documents, reporting and recent independent and internal evaluations. An analysis will be conducted of how results are being planned, monitored and progress reported, and how policies and practices are reviewed.

National and organizational case studies will also provide additional means of documenting the usefulness of technical work within member States. Field missions conducted in 2013 as part of two separate evaluations will be used as evidence to support findings.

Management and planned outputs

The ILO Evaluation Unit will be responsible for the overall management of the evaluation. Approximately \$50,000, plus staff costs (3 work months) of the evaluation unit, is budgeted for the evaluation.

The evaluation team will be led by a senior ILO evaluation officer. EVAL will also recruit through competitive bid, an international independent evaluator without prior links to the programme and strategy. This core team will be supported by one research assistant and may involve national consultants for some case studies.

The following written outputs will be produced:

- Internal background documentation, an inception report and analysis on which the findings, conclusions and recommendations are based.
- A summary report of findings and recommendations, prepared by the Evaluation Unit, to be presented to the October 2014 Governing Body, including a written response from the Office.
- A more detailed evaluation report to be prepared by the evaluation team and made public.

Provisional work plan

The provisional work plan calls for the evaluation to be carried out in four phases:

Phase I: January-February, 2014

- Internal and external consultations to prepare the terms of reference and approve the evaluation team.
- Inception report

Phase II: March-May, 2014

- Desk review
- Field missions and data collection.
- Data analysis and report writing

Phase III: June-July, 2014

- Draft evaluation report circulated to constituents/stakeholders
- Report finalized

Phase IV: August-October, 2014

- Office response and plan for follow up
- Governing Body discussion

Proposed Schedule:

The evaluation timeframe is from February through June 2014. A time table is shown below. Office follow up is tentatively scheduled but outside of the scope of the evaluation.

Task	Time frame: 2014
Consultations on draft terms of reference	January
Formation of evaluation team	Jan-February
Desk review	Jan-February
Finalization of terms of reference	February
Staff and constituent interviews	February/March
Data collection-- case studies/ missions	March
Global analysis and report preparation	April
Draft findings report circulated	May
Final evaluation report	June
Summary to the GB prepared	July
Governing Body discussion	October
Follow up plan of action	December

Annex 1. Summary score card *template*

Table Performance criteria/question and data sources

Issue and detailed question	Performance analysis	
	1–6 Scale (see key below)	Data sources
• Relevance and strategic fit		
To what extent is the ILO Outcome Strategy relevant to achieving the overall aims of outcome?		
• Coherence and complementary		
Does the ILO strategy promote synergies with other strategic outcomes, national constituents' priorities and UN partners?		
Is the strategy logical and consistent?		
• How EFFECTIVE is the strategy in:		
Delivering intended results under each of the major strategy components?		
Do the results being achieved validate the means?		
• How Efficient is the strategy?		
What progress has there been compared to what was planned?		
How reinforcing are management arrangements to realizing results?		
How adequate are knowledge generation, management and dissemination?		
Does the programme operate against a results-based framework and maintain effective implementation and results monitoring?		
• Evidence of impact and sustainability?		
What impact have ILO actions had short term, longer term, intended or unintended?		
To what extent have the strategy and means of actions been designed and implemented to maximize sustainability?		

Table: Performance analysis – scoring matrix guide

Highly unsatisfactory	Unsatisfactory	Somewhat unsatisfactory	Somewhat satisfactory	Mostly satisfactory	Highly satisfactory
1	2	3	4	5	6

Annex II. Evaluation questions

Relevance and strategic fit

1. To what extent is the ILO outcome 19 **relevant to global priorities**?
2. To what extent is the Outcome 19 **relevant to country contexts**?
3. To what extent does ILO Outcome Strategy utilize **ILO comparative advantages** and in what way at global level: (a) *related to knowledge and measurement* and (b) *related to capacity building and policy advocacy*?
4. To what extent does ILO Outcome Strategy utilize **ILO comparative advantages** and in what way at national Level (a) *related to knowledge and measurement* and (b) *related to capacity building and policy advocacy*?

Coherence and complementarities

5. Is ILO Outcome Strategy coherent with the design and operations of **complementary initiatives and organizations at the global level**: (a) *related to knowledge and measurement* and (b) *related to capacity building and policy advocacy*
6. Is ILO Outcome Strategy coherent with the design and operations of **complementary initiatives and organizations at the national level** : (a) *related to knowledge and measurement* and (b) *related to capacity building and policy advocacy*
7. Is ILO Outcome Strategy logical and consistent (relevance of design)? If yes, how? If not why not, what is missing?
8. Are national level strategies/CPOs coherent with the Global outcome and indicators?

How EFFECTIVE is the strategy

At the global level:

9. How effective was ILO in forming **strategic global collaborations** to promote DW EU and IMF only)? *To what extent has the ILO been effective in mainstreaming DW in policies and programmes of international agencies and multilateral institutions?*
10. How effective was the strategy in getting IFIs mainstreaming DW in their work: (EU and IMF only)? Is there evidence of IFIs using and mainstreaming CEB toolkit (EU and IMF only)?
11. Which of the strategies employed proved to be more effective in mainstreaming DW such international agencies as IMF and EU (e.g. advocacy, measurement, knowledge building, and capacity enhancement)?

At the national Level

12. How effective was the Outcome Strategy in achieving strategic local alliances to promote mainstreaming DW in the key national policies and laws of the country? What were the key factors for success and constraints?
13. How effective was the Outcome Strategy in mainstreaming DW into the main country strategic documents? Which of the measures were more effective and why: (a) *related to knowledge and measurement*; and (b) *related to capacity building and policy advocacy*
14. How effective was the Outcome Strategy in achieving contribution of the DWCPs to the formulation and implementation of national development strategies? If not used then why?
15. To what extent was the development the DWCPs supported by the constituents?
16. Does the design of the DWCPs (in those countries which have them, and if not, the implementation plans for CPOs) reflect the priorities identified in the DWC profiles? To what extent was the development the DWCPs supported by the constituents?

17. Has CEB toolkit been used by national governments? If yes, how and to what extent? If not, why?
18. How effective was the ILO in mainstreaming DW into UNDAF plans and UN actions (in case countries only)?
19. How effective was the Outcome Strategy in mainstreaming DW in sectoral strategies? What were the key factors for success and constraints? Was the integration of DW in sectoral strategies supported by concrete actions by the governments?
20. How effective was the ILO in creating database, knowledge products that contribute to Outcome 19 at the country level- (DWCP profile, significant research or advisory to ministries, national level statistics related institutions) that help realizing Convention 160
21. How were the DWC profiles developed and used? If used then how?
22. Is there evidence of national ownership of the analysis and data requirements? How effective was ILO in bringing up improvements in national statistical services to measure the progress towards DW?
23. If the country was targeted only under one of the biennia, what were the reasons? Similarly if the country was targeted under BOTH biennia, what was the rationale?

How EFFICIENT was the strategy?

24. Were the management capacities supporting the achievement of the results? If yes, then how? If not then why?
25. How reinforcing are management arrangements to realizing results at: the national; regional, and HQ level?
26. Does the Outcome Strategy operate against a results-based framework and maintain effective implementation and results monitoring?
27. Were M&E framework and arrangements adequate *in* supporting capturing the results? If yes then how? If not then why?
28. How adequate are knowledge generation, management and dissemination at: the national; regional and HQ level?
29. Were the resource commitments adequate to the needs for the activities planned under this outcome in terms of: Human resources, financial resources and time available? If not then how?

Evidence and potential for IMPACT and SUSTAINABILITY

30. To what extent have the strategy and means of actions been designed and implemented to maximize sustainability at the global level (a) *related to knowledge and measurement and (b) related to capacity building and policy advocacy?*
31. To what extent have the strategy and means of actions been designed and implemented to maximize sustainability at the national level (a) *related to knowledge and measurement and (b) related to capacity building and policy advocacy?*
32. How does the level of national ownership indicate the likelihood of longer term impact?
33. What is the likelihood of sustainability of specific components of the Outcome Strategy (financial and programmatic) for global level: (a) *related to knowledge and measurement and (b) related to capacity building and policy advocacy?*
34. What is the likelihood of sustainability of specific components of the Outcome Strategy (financial and programmatic) for national level: (a) *related to knowledge and measurement and (b) related to capacity building and policy advocacy?*

Annex III. List of interviews

	Name of the person(s) interviewed	Designation/organization
Argentina		
1.	Fabio Bertranou	Oficial a cargo
2.	Jessica Braver	Analista de Coordinación . Oficina del Coordinador Residente – PNUD
3.	Luis Casanova	funcionario nacional de apoyo al PTDP
4.	Alejandra Pángaro	ILO, Argentina
5.	Estela Barba y Mariana Sanguinetti	SE, MTESS
6.	Oscar Cetrángolo	ex CEPAL
7.	Sebastián Waisgrais	UNICEF – Especialista en Monitoreo
8.	Carlos Anibal Rodriguez	ex Ministro de Trabajo de la Prov de Santa Fe
9.	Antonio Jara	CGTRA
10.	Diego Schleser	SSPTTEL, MTESS
Armenia		
11.	Nune Hovhannissyan	National Coordinator in Armenia, ILO
12.	Gagik Makaryan	Chairman, Republican Union of Employers of Armenia
13.	Boris Kharatuan	Deputy Chairman, Trade Unions of Armenia
14.	Lusine Kalanatryan	Head, Labour Statistics Division, National Statistical Service of RA
15.	Anahit Martirosyan	Head of International Cooperation and Development Programmes Department, Ministry of Labour and Social Affairs
16.	Tadevos Avetisyan	Head of Labor and Employment Department, Ministry of Labour and Social Affairs
17.	Anoush Avanesyan	Coordination Associate, UN RC Unit. Armenia
18.	Anahit Simonyan	Head of UN Industrial Development Organization (UNIDO) Operations in Armenia
Brazil		
19.	Natanael Lopes	Assistente Sênior de Programação, Organização Internacional do Trabalho (OIT) - Escritório no Brasil
20.	Mario Barbosa	Assessor Especial para Assuntos Internacionais do Gabinete do Ministro, Ministério do Trabalho e Emprego (MTE)
21.	Paulo Sérgio de Almeida	Secretário da Secretaria de Inspeção do Trabalho (SIT), Ministério do Trabalho e Emprego (MTE)
22.	José Armando Fraga Diniz Guerra	Gerente de Projetos, Secretaria dos Direitos Humanos (SDH)

23.	Ana Carolina Querino	Coordenadora de Programa, ONU Mulheres
24.	Luiz Machado	Coordenador Nacional do Programa Combate ao Trabalho Forçado, Organização Internacional do Trabalho (OIT) - Escritório no Brasil
25.	Anne Posthuma	Especialista em Emprego e Mercado de Trabalho, Organização Internacional do Trabalho (OIT) - Escritório no Brasil
26.	Laís Abramo	Diretora do Escritório da OIT no Brasil, Organização Internacional do Trabalho (OIT) - Escritório no Brasil
27.	Rosa Maria Campos Jorge	Presidente, Sindicato Nacional dos Auditores Fiscais do Trabalho (SINAIT)
28.	Patrícia Costa	Assessora, Sindicato Nacional dos Auditores Fiscais do Trabalho (SINAIT)
29.	Maria Cláudia Falcão	Coordenadora do Projeto da III Conferência Global sobre Trabalho Infantil, Organização Internacional do Trabalho (OIT) - Escritório no Brasil
30.	Fernanda Barreto	Coordenadora do Programa de Cooperação Sul-Sul OIT/Brasil, Organização Internacional do Trabalho (OIT) - Escritório no Brasil
31.	Paula Montagner	Secretária Adjunta - Secretaria de Avaliação e Gestão da Informação (SAGI), Ministério do Desenvolvimento Social e Combate à Fome (MDS)
32.	Manoel Messias Melo	Secretário - Secretaria de Relações do Trabalho (SRT), Ministério do Trabalho e Emprego (MTE)
33.	Stanley Gacek	Diretor-Adjunto, Organização Internacional do Trabalho (OIT) - Escritório no Brasil
34.	Vera Lúcia Lemos Soares	Secretaria de Políticas para as Mulheres da Presidência da República (SPM-PR), Subsecretária da Secretaria de Articulação Institucional e Ações Temáticas (SAIAT)
35.	Mônica Alves de Oliveira Gomes	Diretora de Programas, Presidência da República - Secretaria de Políticas de Ações Afirmativas (SPAA) - Secretaria de Políticas de Promoção da Igualdade Racial (SEPPIR)
36.	Lilian Arruda Marques	Assessora da Direção Técnica, Departamento Intersindical de Estatística e Estudos Socioeconômicos (DIEESE)
37.	Cecília Melaguti Prado	Gerente de Triangulação com Organismos Internacionais e Parcerias, Agência Brasileira de Cooperação (ABC)
38.	Pedro Henrique de Holanda Meirelles	Gerente de Cooperação Técnica Multilateral (CTRM), Agência Brasileira de Cooperação (ABC)
39.	Rafael Ernesto Kieckbusch	Especialista de Política e Indústria da Gerência Executiva de Relações do Trabalho, Confederação Nacional da Indústria (CNI)
40.	Mônica Moreira	Coordenadora de Projetos - Gerência Unidade Assistencial de Saúde, Fundação José Silveira (FJS)
41.	Jorge Amaral	Coordenador de Treinamento e Desenvolvimento, Fundação José Silveira (FJS)

42.	Eduardo	Fundação José Silveira (FJS)
43.	Nilton Vasconcelos Jr.	Secretaria do Trabalho, Emprego, Renda e Esporte do Estado da Bahia (SETRE-BA), Secretário de Estado
44.	Francisco Xavier	Secretário Nacional, Federação Nacional das Trabalhadoras Domésticas (FENATRAD)
45.	Artur Henrique da Silva Santos	Secretário, Secretaria Municipal do Desenvolvimento, Trabalho e Empreendedorismo de São Paulo
46.	Caio Magri	Diretor Executivo, Operações, Práticas Empresariais e Políticas Públicas, Instituto Ethos de Empresas e Responsabilidade Social
47.	Marina Ferro	Coordenadora de Projetos e Políticas Públicas, Instituto Ethos de Empresas e Responsabilidade Social
48.	Rogério Sottili	Secretário, Secretaria Municipal de Direitos Humanos e Cidadania de São Paulo (SMDHC)
49.	Marina Novaes	Assessora Especial para Assuntos de Trabalho Decente, Secretaria Municipal de Direitos Humanos e Cidadania de São Paulo (SMDHC)
50.	Paulo Roberto do Nascimento	Coordenador de Formação, União Geral dos Trabalhadores (UGT)
51.	Cássia Bufeli	Secretária de Gênero, União Geral dos Trabalhadores (UGT)
52.	Josineide de Camargo	Secretária-Adjunta de Formação, União Geral dos Trabalhadores (UGT)
53.	Paulo Sergio Muçouçah	Coordenador dos Programas de Trabalho Decente e Empregos Verdes, Organização Internacional do Trabalho (OIT) - Escritório no Brasil
54.	Denise Motta Dau	Secretária, Secretaria Municipal de Políticas para as Mulheres do Município de São Paulo
55.	Maria Cristina	Coordenadora Geral de Fomento e Autonomia Econômica das Mulheres, Secretaria Municipal de Políticas para as Mulheres do Município de São Paulo
56.	João Carlos Gonçalves	Secretário-Geral, Força Sindical
Indonésia		
57.	Peter van Rooij	Director, ILO Indonésia
58.	Michiko Miyamoto	Deputy Director, ILO Indonésia
59.	Dyah Retino P. Sudario	Program Officer, ILO Indonésia
60.	Lusiani Julia	Program Officer, ILO Indonésia
61.	Tauvik Muhamed	Program Officer, ILO Indonésia
62.	Emma Allen	Technical Officer, ILO Indonésia
63.	Simon Field	CO-Jakarta Chief Technical Adviser, IFC-ILO Better Work Programme

64.	Ivonne Wilmer	UN RC Office, Coordination Specialist
65.	P. Agung Pambudhi	Executive Director, The Employers Association of Indonesia
66.	Iftida Yasar	Labour and Outsourcing Council, Bahar and Partners; Vice Secretary General of the Employers Association of Indonesia
67.	Sulistri Afrileston	KSBSI (Trade Union), Indonesia
Republic of Moldova		
68.	Oxama Lipcanu	National Coordinator in the Republic of Moldova, ILO
69.	Yelena Vatrăcaru	Head, Labour Statistics, Department of the National Bureau of Statistics
70.	Valeriu Berlinschi	Secretary, Secretariat of the National Commission for Collective Consultations and Bargaining
71.	Dumitru Stavila	Director State Inspectorate of labour
72.	Sergiu Sainciuc	Deputy Minister Labour, Social Protection and Family
73.	Oleg Budza	Secretary, Secretariat of the National Commission for Collective Consultations and Bargaining
Philippines		
74.	Jeff Johnson	Director, ILO Office for the Philippines
75.	Concepcion Sardana	Programme Officer, ILO Office for the Philippines
76.	Lourdes Macapanpan	Programme Assistant, ILO Office for the Philippines
77.	Rebecca Chato	Undersecretary, Department of Labour and Employment
78.	Democrito Mendoza	President, Trade Union Congress of the Philippines
79.	Ernesto Herrera	President, Trade Union Congress of the Philippines—ITUC
80.	Jose Sonny Matula	President, Federation of Free Workers
81.	Emmanual	Assistant Secretary, National Economic Development Authority
82.	Maurice DeWulf	Country Director, UNDP, Philippines
83.	Luiza Carvalho	Resident Coordinator, United Nations, Philippines
United Republic of Tanzania		
84.	Flora Minjaf	National Project Manager, ILO United Republic of Tanzania
85.	Fatma Rashid	Liaison Officer with ILO in Zanzibar
86.	Fatma Gh. Bilal	Principal Secretary, Ministry of State, President Office, Labour and Employment (Zanzibar)
87.	Nona Korkanova	FAO (ESP)
88.	Mr Ally Masaki	Director of Employment, Ministry of Labour and Employment,
89.	Makoye M Ayub,	Senior Labour Officer, Ministry of Labour and Employment
90.	Mr Nicholas Ernest Mgaya	Secretary General, Trade Union Congress of Tanzania (TUCTA)
91.	Mr Aggrey Mlimuka	Executive Director, Association of Tanzania Employers

ILO HQ		
92.	Margaret Mottaz	Sr. Administrator, MULTILATERALS
93.	Aurelio Parisotto	Sr. Economist, MULTILATERALS
94.	Philippe Egger	Director, PROGRAM
95.	Nikolai Rogovsky	Sr. Economist, MULTILATERALS
96.	Anita Amorin	Sr. Specialist, UN, PARDEV
97.	Ana Romero	Deputy Director, MULTILATERALS
98.	Dagmar Walter	Sr. Administrator, STATISTICS
99.	Steve Pursey	Director, MULTILATERALS
100.	Octaviano Passaribu	Program Analyst, PROGRAM
101.	Naomi ASUKAI (Evaluation Officer)	Joint Inspection Unit (JIU)
102.	Inspector Istvan Posta	Joint Inspection Unit (JIU)

Note: Apart from being a case study country for Outcome 19 evaluation, Brazil was also part of the high-level evaluation of ILO's strategy for promoting fundamental principles and rights at work. This reflects the higher number covered in Brazil.

Annex IV. DWCP profiles and their use

S. N.	Country	DWC profile	DW fact sheet	Use of DWC profiles
1	Armenia	√	√	According to interviews conducted for the current evaluation and MAP evaluation, the DWC Profile was very useful in terms of feeding information into the development of the DWCP 2012–2015. The process helped to highlight the need to refine LFS questionnaire (which needs revision anyway). While all the stakeholders would like to see the profile updated the financial constraints are a big challenge.****
2	Austria	√	√	No information available to the evaluation team
3	Azerbaijan	√	√	According to the Internal Stocktaking Exercise, the DWC Profile is considered an important tool for social dialogue and for discussion with the Government. It was approved in 2012, and is being used by national policy-makers in a process of improving relevant national legislation (developing the National Employment Strategy), establishing a social dialogue institute, and elaborating a plan of activities in the areas of critical importance at the national level.***
4	Bangladesh*	√	–	The Profile was used in policy analysis, especially for the design and monitoring of the 2nd DWCP (2012–2015). The Government of Bangladesh updated its PRSP based on the profile and the measurement of the progress of DW and it now contains a special section on DW. The 6th Five Year Plan similarly addresses DW.
5	Brazil*	√ (Editions 1, 2)	√	Developed a National Policy and a National Plan on DW and Employment and some states have already elaborated their DWAs.
6	Cambodia*	√	–	National stakeholders used the main results of the Profile for limited policy analysis, and the outputs were used as a reference in the Cambodia DWCP.
7	Cameroon	√	–	No information available to the evaluation team
8	Ethiopia	√	–	No information available to the evaluation team
9	Indonesia*	√	√	According to the interviews conducted for the current evaluation and MAP evaluation, the DWC Profile contributed substantially to the development of the DWA. The capacity of Indonesia to self-monitor and self-assess progress towards DW has been strengthened. LFS was supported by MAP project so more data are being collected in line with DWIs. In line with the policy of decentralization in Indonesia and complementing the national DWCP, the MAP project has produced three DW Regional

S. N.	Country	DWC profile	DW fact sheet	Use of DWC profiles
				Profiles. However, it is not widely known even by Indonesians themselves. No assurances as yet that the Profiles will be updated, not even a strong desire.
10	Jordan	√ (Pre-publication draft)	–	In Jordan, interviewees for the Internal Stocktaking Exercise considered that it was still too soon to make a judgement on influence of the DWC Profile. They thought it could definitely contribute to [planning], as this is an area that they thought they have major gaps and that they could extract some of the indicators from the DW Profile to feed into the plan. No assurances as yet that DWIs will be integrated into national policy-making and development planning processes.***
11	Niger*	√	–	The Profile enabled the development with tripartite consensus of a DWCP. Priority DWIs were selected and considered for inclusion in the national development strategy monitoring system (PDES: Plan de Développement Economique et Social).
12	Philippines*	√	–	The conceptual framework for decent and productive work was adopted for use in the current National Labour and Employment Plan (LEP 2011–2016), and the labour components of the Philippines Development Plan (PDP, 2011–2016).
13	Senegal	√	–	According to the Internal Stocktaking Exercise in Senegal the Profile will be used in the formulation of national policies as well as development programmes, and it will be an advocacy document for strengthening the labour market information system.***
14	South Africa	√ (Pre-publication draft)	√	According to the Internal Stocktaking Exercise in South Africa, the DWC Profile, finalized in November 2013, identified gaps in terms of national statistics and will be used in the future for policy-making by the Department of Labour.***
15	United Republic of Tanzania	√	√	According to the interviews conducted for the current evaluation and MAP the DWC Profile provided the evidence about the state of play with DW on mainland of the United Republic of Tanzania. The Profile did not cover Zanzibar, as the necessary statistics there were not of the quality needed. After the publication of the DWC Profile for the mainland, ILO then provided valuable technical support in conducting the LFS in the previous and current round (2013/14). New indicators were added, officials were trained and the Ministry now has three trained statisticians to work on LFS. MOLE is now competent to undertake the next round of LFSs with minimal support. Zanzibar is still lagging behind, however, in terms of DWIs and the quality of LFS.****

S. N.	Country	DWC profile	DW fact sheet	Use of DWC profiles
16	Ukraine*	√ (Editions 1, 2)	√	The Government, the tripartite stakeholders and the ILO defined the 2012–2015 DWCP based on the evaluation of the first DWCP and the results of the Profile. The Profile and DWIs were taken into account to produce the Action Plan of the Ministry of Social Policy for 2013–2015; the National Action Plan on Economic Reforms (Chapter on Social Reforms); the Employment Programme 2012–2017; the State Programme on Improving Occupation Safety and Health and Working Environment; or the National tripartite Strategy on HIV at work.
17	Zambia*	√	–	The 2012 Labour Force Survey (LFS) and the Profile were used for the development of the DWCP 2013–2016 and as a reference for the review of the Sixth National Development Plan (SNDP). DW was included in the PRSP (Sixth National Development Plan, 2013/16).
	Kyrgyzstan	√	–	Interviewees for the Internal Stocktaking Exercise considered that the data [from the Profile] would serve as the foundation for the development and implementation of various initiatives aimed at the achievement of DW; and that the data would be used as support and foundation for the strategic decisions in the country.***
18	Republic of Moldova	√	–	According to interviews conducted for the current evaluation, the DWC Profile was published in June 2014, so is very recent. This is the first instance where a comprehensive document on all DW indicators has been developed. The DW country profile will potentially serve as important reference in policy discussions by high-level forums, including parliamentary discussions.

–, not available.

*, countries under MAP project: 8 out of targeted 9 (except Peru) completed, published and launched DWC profiles. In Indonesia, Regional DWC profiles prepared for: Maluku, East Nusa Tenggara (Nusa Tenggara Timur), East Java (Java Timur).

**, this compilation is based on observations made in the final evaluation of the MAP project.

***, based on “Internal stocktaking of the ILO’s programme on measuring decent work: decent work indicators and decent work country profiles” (2014).

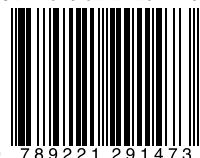
****, based on interviews conducted under the framework of the current evaluation.

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ISBN 978-92-2-129147-3



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