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# Independent thematic evaluation of the ILO's work in post-conflict, fragile and disaster-affected countries: past, present and future

October 2015

## ANNEX 1 Country reports

EVALUATION  
OFFICE

Independent Thematic Evaluation  
of the ILO's Work  
in Post-conflict, Fragile and Disaster-affected Countries:  
Past, Present and Future

Annex 1  
Country Reports

Oct. 2015

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**EVALUATION OFFICE**

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## ABBREVIATIONS

DEVINVEST	Development and Employment Branch
EMPLOYMENT	Employment Policy Department
EVAL	Evaluation Office
FSDR	Fragile States and Disaster Response Group
IFP/CRISIS	InFocus Programme on Crisis Response and Reconstruction
ILO	International Labour Organization
M&E	Monitoring and evaluation
NGO	Non-governmental organization
PARDEV	Partnerships and Field Support Department
REA	Rapid evidence assessment
ToC	Theory of change
ToR	Terms of reference
UN	United Nations



**AFRICA**

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- Central African Republic
- Democratic Republic of Congo
- Liberia
- Rwanda
- Somalia
- South Sudan

**ASIA**

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- Afghanistan
- Nepal
- Sri Lanka

**LATIN AMERICA AND THE CARRIBEAN**

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- Haiti

**MIDDLE EAST/ARAB COUNTRIES**

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- Lebanon



# AFRICA

- Central African Republic
- Democratic Republic of Congo
- Liberia
- Rwanda
- Somalia
- South Sudan





## CENTRAL AFRICAN REPUBLIC

The available evaluative evidence on ILO interventions in the Central African Republic describes the country as characterised by fragility due to a post-conflict situation, which implies “greatly reduced capacity, resources and infrastructure» (APPACA) and “various economic and social and multifaceted crises» that need to be addressed (RAF/08/12M/BEL).

“The Central African Republic (CAR) has been unstable since its independence from France in 1960 and is one of the least-developed countries in the world. It has endured several coups and a notorious period under a self-declared emperor, Jean-Bedel Bokassa, who headed a brutal regime. The Bokassa era ended in 1979, when he was overthrown in a coup led by David Dacko and backed by French commandos based in the country. After just two years in office Mr Dacko was toppled by Andre Kolingba, who eventually allowed multi-party presidential elections and was duly rejected in the first round. Mr Kolingba’s successor, Ange-Felix Patasse, had to contend with serious unrest which culminated in riots and looting in 1997 by unpaid soldiers. When in that year the French pulled out, there were fears of a power vacuum, so Paris financed a group of French-speaking African countries to create a peacekeeping force. In 1999 Mr Patasse beat nine other candidates to become president again, but there were allegations of electoral fraud. He was overthrown in a coup in 2003 and went into exile in Togo. Illegal weapons proliferate across the CAR, the legacy of years of unrest. The unrest has displaced tens of thousands of Central Africans; many of them have crossed the border into Chad. Some progress towards stabilising the country was made between 2008 and 2012, before the new Seleka rebel alliance marched south and captured the capital in March 2013, ousting President Francois Bozize. The country descended into ethnic and sectarian violence, with thousands of people fleeing their homes and the UN warning that there was a high risk of genocide. French troops returned, and the UN took over and expanded the African peacekeeping mission September 2014. Aid and human rights organisations warn that these measures may be unequal to the task of restoring order.”<sup>1</sup>

Since 2013, the country has been suffering a devastating humanitarian crisis. More than half of the population – 2.7 million people – are in need of aid. 20% are displaced within or outside of the country.<sup>2</sup> Linked to this overall situation is also the presence of particularly vulnerable groups of people (i.e. indigenous people and ex-soldiers) and the existence of complex adaptive systems as main framework of intervention (i.e. RAF/08/12M/BEL).

In this context of instability the ILO has implemented some interventions in the area of social protection and social dialogue. However, the extremely unstable context has prevented the achievement of observable results and overall limited to a larger extent ILO action in the country.

<sup>1</sup> Central African Republic profile – Overview (25th February 2015), <http://www.bbc.co.uk/news/world-africa-13150040> [accessed 09/09/2015]

<sup>2</sup> [http://ec.europa.eu/echo/files/aid/countries/factsheets/car\\_en.pdf](http://ec.europa.eu/echo/files/aid/countries/factsheets/car_en.pdf)

## WHAT TYPES OF INTERVENTIONS DO WE OBSERVE?

In this section the type of ILO interventions observed in CAR are illustrated, including the thematic focus of the interventions, the different types of activities carried out, their geographic scope and degree of integration, based on the available evaluative evidence and the information provided by the stakeholders consulted.

### THEMATIC FOCUS OF INTERVENTIONS

ILO interventions in CAR in the last 10 years have focused on the areas of **social protection**, as indicated by the project *Support of the Regular Budget Supplementary Account (RBSA) to the Country Programme Outcomes of a series of selected countries in the field of social protection during the biennium 2010-2011* (CAF103), **social dialogue**, through the *Programme to promote social dialogue in francophone Africa BIT-PRODIAF-Phase III* (RAF/08/12M/BEL) and the **rights of indigenous people**, pursued through the projects *Promotion of indigenous and tribal peoples' rights through legal advice, capacity-building and dialogue* (INT/08/15/EEC) and *Support for the promotion of the rights of indigenous peoples in Central Africa* (APPACA). In addition to this, in the area of **decent work**, a National Decent Work Forum has been held in December 2011, and a Decent Work Country Programme has been developed but not finalised.

#### Types of interventions

According to the available documents, evaluative evidence and interviewees' inputs, the main typologies of interventions promoted by the ILO in CAR consist of:

##### ■ Capacity-building

Activities of this type appear to be prevalent in ILO interventions in CAR. In this area the following interventions are included:

- reinforcement and support to specific ILO and national **strategies** on issues related to social protection, employment, disadvantaged groups through technical support and capacity building, covering conceptual, legal and technical aspects and ensuring a strong focus on gender and on workers in the informal economy;
- advice and support, training, coaching, research and dissemination of knowledge in terms of implementation and institutionalisation of an effective and sustainable **social dialogue**;
- advice and support of legal and institutional reforms and building the capacity of different actors on indigenous issues within the project “Support for the Promotion of Indigenous Rights in the CAR” (APPACA), funded by the Secretariat of the United Nations Indigenous Peoples' Partnership (UNIPP) and implemented by the UN Population Fund (UNFPA), in partnership with the ILO and the CAR's High Commission for Human Rights and Good Governance. The overall project objective was to improve indigenous peoples' enjoyment of their rights in relation to national and international legal instruments.

##### ■ Employment creation

The promotion of **labour-intensive initiatives** and policies, to be implemented by donors and other organisations is another type of ILO intervention in CAR.

#### Geographical scope of interventions

All the analysed interventions have a multi-country approach, covering in some occasions a series of countries in Africa (CAF103 and RAF/08/12M/BEL), and in others covering countries from different continents, that share common challenges regarding specific themes (in this case, the presence of indige-

nous people, INT/08/15/EEC). The concept of balance of the geographical scope of the interventions is tackled in the evaluations. In some occasions, a higher concentration in fewer countries might ensure a higher efficiency and effectiveness of the interventions.

### Integration of interventions

Integration in the analysed interventions mainly consisted of the integration and cooperation of different actors that do not have strong traditions of cooperation (INT/08/15/EEC). As stressed by the interviewees, the thematic cooperation revealed to be overall limited, also due to the existing contextual barriers in the country.

### Is it possible to envisage a ToC behind these interventions?

No theory of change is set out in the available limited documentation on ILO interventions in CAR, and it appears extremely challenging, considering the overall context of instability and fragility and the limited action of ILO in the country, to identify a general theory of change. However, the theory of change and causal chains that can be identified behind the analysed ILO interventions can be illustrated as follows:



### WHAT WORKS, FOR WHOM AND WHY?

In order to provide recommendations for effective interventions in post-conflict, disaster-affected and fragile contexts, it is essential to understand what works, for whom, and why. In this section we answer

these questions on the basis of the existing evaluative evidence, paying specific attention to contextual factors and conditions, as well as to outcomes related to sustainability and gender mainstreaming. After identifying the main outcomes and impacts of the interventions highlighted in the project evaluations, and in order to explore the reasons behind these impacts, we analyse the key factors that contributed to the success of the interventions, together with a consideration of the main obstacles and inhibiting factors.

### What works?

In this section key aspects of the functioning of ILO interventions in CAR are illustrated, including examples of outcomes and impacts, the development of synergies and their contribution to sustainability and gender equality are analysed.

### Outcomes and impact

The main impacts and outcomes can be related to the following typologies:

#### ■ **Ratification of ILO conventions and development of national legislative texts or strategic action plans**

Policy and legal development for the ratification of ILO conventions and development of national frameworks is one of the outcomes of ILO interventions in CAR: stronger institutional frameworks in the field of social protection and strengthened visibility of the ILO Conventions and related promotion of their application, ratification and implementation (INT/08/15/EEC). See for instance the Ratification of Convention No 169<sup>3</sup> in 2010 in the Central African Republic (INT/08/15/EEC) and the support to national strategies on social protection, especially in covering workers in the informal economy. A number of other ILO conventions were ratified in 2006 (C122, C144, C120, C131, C142, C150, C155, C158).

#### ■ **Awareness-raising and knowledge development**

Creation of knowledge and awareness-raising of policymakers, supporting the relevance of the interventions as a basis for the enhancement of the juridical framework related to social protection has been indicated as an outcome of ILO interventions in CAR. Also, an extended social protection coverage has been possible thanks to a better knowledge and analysis of social protection deficits and existing legal framework of social protection. Finally, a stronger awareness and knowledge of the existing needs of disadvantaged groups, allowing to better tackle them, i.e. through a better management of social security benefits and a higher degree of gender equality (CAF103) has been reported.

#### ■ **Boosting social dialogue**

Another outcome is a stronger social dialogue (RAF/08/12M/BEL), where training and continuous learning are seen as the key factors to ensure sustainability. Capacity building at an institutional and policy level, bringing to reinforced capacity, change of mentality and consequently of behaviour among actors of social dialogue. As mentioned by the UNPC, support to the organisation of the National Forum on Decent Work (RAF/08/12M/BEL, 2011). Moreover, achievement of a higher involvement and consideration of the tripartite parties by the government. Building on this, consolidation of democracy, good governance and economic and social development, (RAF/08/12M/BEL). In CAR, crises of various kinds have been settled through the use of social dialogue;

#### ■ **Creation of employment opportunities**

**Better opportunities for men and women** to aspire to a job decent and productive in conditions of freedom, equity, security and human dignity (RAF/08/12M/BEL), especially as a short-term effect in

<sup>3</sup> C169 – Indigenous and Tribal Peoples Convention, 1989 (No. 169)

high labour-intensive sectors (as stressed by the Ministry of Economy).. The creation of more stable employment, nonetheless, is considered by the interviewees to be quite limited.

## Synergies

If on the one hand only limited evidence is available on thematic synergies (for instance, RAC103 recommends to undertake more intersectoral actions), positive evidence has been identified in terms of synergies between the ILO and other actors and agencies of the UN. This is in particular the case of the correlation between social security and the United Nations Development Assistance Framework – UNDAF (CAF103). CAF103 identifies as a good practice the fact that «the ILO has established partnerships with institutions that complement their competences. This partnership has allowed to increase the relevance of the support provided to constituents»<sup>4</sup>. Other positive synergies have been observed with the UN High Commissioner for Human Rights and UNICEF in the field of indigenous and tribal peoples' rights (INT/08/15/EEC).

In this respect, the interviewees stressed the ILO can have an important added value with respect to the work of other UN agencies, mainly in terms of technical expertise in the field of labour and in the support of social dialogue and tripartism. Nonetheless, the level of cooperation can vary and is often insufficient, as also pointed out by the interviewees. Limited cooperation between the UN agencies is mentioned in the evaluation of RAF/08/12M/BEL where, despite the intention to follow an integrated inter-agencies approach for the implementation of the activities, the relations with other UN agencies have are defined as weak, which is contrary to the will of the principle of «Deliver as One» advocated by the United Nations (for example, the RAF/08/12M/BEL missed a good opportunity to collaborate and develop synergies with the UNICEF Office in CAR related to the promotion of ILO conventions 138 and 182).

## Sustainability of interventions

The available evidence reports some elements that should ensure the sustainability of ILO interventions in CAR, which include the following:

- The **relevance of the interventions** and their coherence with the national and international frameworks, such as in the case of the RBSA and its coherence with the PPDT of the country and other strategies of the UN (CAF103). In the case of INT/08/15/EEC, for instance, the actions have been made within the ILO's institutional mandate in the field of indigenous peoples' rights, “wherefore the ILO will continue to stand behind them”;
- The **capitalisation** of the results of previous interventions, such as the STEP programme in the case of the RBSA; and
- The **strengthened capacities** of key actors, where the sustainability of the institutional architecture and its effectiveness necessarily requires the organisational capacity of institutions and more thus the continuous training of actors and an integrated organisational learning (RAF/08/12M/BEL).

Nonetheless, important challenges for sustainability do exist, and they are mainly related to the existence of appropriate frameworks for social dialogue (RAF/08/12M/BEL), apart from the political will. Moreover, the creation of normative frameworks does not ensure the implementation of related actions, hindering both the effectiveness and sustainability of the interventions, As an example, as stressed by the UNPC, the ILO helped the CAR in organising the National Forum on Decent Work in December 2011, but right after the problem of the implementation of the recommendations arose, which should eventually ensure the positive change awaited by all.

<sup>4</sup> Own translation

## Gender equality

Gender equality has been taken into account by all the projects in the country, although with different levels of intensity. Even if gender analyses are not always prepared as part of the interventions, gender equality approaches can be observed. CAF103, for instance, builds on the promotion of equality between men and women as an essential principle to extend social security through national strategies and promotes actions such as the development of a maternal protection tool to allow access to better maternal care, and the improvement of the statistical database on social security with sex-disaggregated data. On the other hand, RAF/08/12M/BEL covers the gender dimension in the formulation of the project objectives and in the definition of the content of training and in the development of thematic studies on «social dialogue and gender».

## FOR WHOM?

Different types of activity are typically linked to target groups at different levels. Three main clusters of beneficiaries and related interventions can be distinguished, as presented in the sections below.

### Support to high-level stakeholders

Here, target groups are ILO constituents at member State level and policy makers. Interventions targeting these stakeholders mainly consist of:

- High-level **policy advice to the Government** (highlighted as one of the main beneficiaries also by the interviewees), in particular with regards to the negotiations on ratifications of ILO Conventions and Recommendations;
- Support to governmental actors regarding the **operationalisation** of indigenous peoples' rights as enshrined in the Conventions, by enhancing States' capacities for cooperation around this;
- Development of **consultation processes** involving and strengthening the capacity of the tripartite constituents (RAF/08/12M/BEL);
- **Awareness raising** activities, supporting the process of empowerment and ownership of the process of social dialogue and support to **tripartism**.

### Support to intermediate stakeholders

This includes communities active in the areas of employment such as professionals and practitioners, workers' and employers' organisations, NGOs and technical staff. The interventions include the provision of advice and support to develop and apply strategies and programmes, and the delivery of training courses. Relevant examples are:

- Legal advice, capacity-building, publications, dialogue and enhancement of the knowledge-base on labour-related matters, as well as specific vulnerable groups (i.e. indigenous peoples' rights) among **legal experts**;
- Information dissemination, training, capacity-building through workshops and seminars as well as continuous liaison with **civil servants** at all levels (INT/08/15/EEC);
- Promotion of **social dialogue** among workers' organisations, employers' organisations, the labour administrations and sub-regional organisations; and
- **Training and capacity building** of social partners, in subjects such as the impact of VIH/AIDS in the workplace, competitiveness, organisational aspects, needs assessments<sup>5</sup> and other specific thematic fields, such as the rights of indigenous people (RAF/08/12M/BEL);

<sup>5</sup> Examples provided by UNCP

- **Technical and financial support** and assistance to social partners in programme implementation<sup>6</sup>;
- Support and **capacity building** of organisations.

### Support at local level

Target groups include actors at a local level. Interventions in RCA are strongly focused on specific typologies of final beneficiaries and disadvantaged groups. Examples of concrete actions and beneficiaries are:

- Support to social protection for migrant workers; people with HIV/AIDS; workers in the informal economy (CAF103);
- Support to most disadvantaged groups, and especially those who work in the informal economy, who do not count with any form of social assistance/protection. Formulation of specific solutions in terms of micro-insurance and related awareness-raising actions among these beneficiaries and their communities;
- Legal advice, training and capacity-building activities, publications, dialogue and enhancement of the knowledge-base on indigenous peoples' rights in grass-root communities; and
- Indirect beneficiaries of these actions can be the local community, including the families of the final beneficiaries of the interventions.

### WHY?

In this section, we present key success factors and the most common challenges of ILO interventions in in post-conflict, disaster-affected and fragile contexts from the available evaluative evidence.

### Success factors

The most effective factors and mechanisms that can be identified as successful in ILO interventions mainly relate to the following typologies:

- **Capitalisation of previous experiences.** For instance, CAF103 builds on successful previous interventions (the STEP programme on social protection: relevance of the RBSA to ensure the continuation and sustainability of interventions from that programme) and RAF/08/12M/BEL on previous project phases;
- **Analysis of the needs of specific target groups and formulation of relevant and specific solutions,** especially for those groups of people operating in the informal economy (i.e. forms of micro-insurance, awareness raising) (INT/08/15/EEC);
- **Use of participatory approaches,** through the involvement of stakeholders in the various consultation processes (RAF/08/12M/BEL), the participation of national and regional partners in the definition of the work programmes, and the reinforcement of the capacity of the tripartite parties;
- **Shift towards a result-oriented project model,** based on the theory of change (RAF/08/12M/BEL);
- **Awareness-raising and capacity building** as a key method and typology of intervention, in order to support the appropriation and ownership of the social dialogue processes by relevant stakeholders (RAF/08/12M/BEL);
- **Role of the Regular Budget Supplementary Account (RBSA),** allowing the ILO to allocate funds in an independent, **flexible** and fast way (CAF103);
- **The support to tripartite participation,** by involving additional actors in this process, supporting the establishment of tripartite structures at a regional level and raising awareness of governmental actors so to ensure a higher involvement and consideration of the tripartite parties (RAF/08/12M/BEL);

<sup>6</sup> As stressed by UNPC



- **Combined approaches** (i.e. combination of operational support and capacity building) **targeting actors at different levels**, such as in the case of INT/08/15/EEC, providing ad-hoc liaison and technical support to both governments and indigenous organisations; and
- **Dissemination and visibility** of contents and actions, like the information and awareness-raising campaigns on the importance and role of social dialogue conducted through the media (RAF/08/12M/BEL).

### Challenges and barriers

A number of challenges and inhibiting factors are mentioned in the evaluation reports. Some of them are contextual issues, whilst others are related to the specific interventions.

The main contextual inhibiting factors are strongly related to the **situation of fragility** in the country, and mainly consist of: weakness of the operational and financial capacities of relevant organisations; heavy administrative burdens; weak social security system; persistent insecurity; political instability and lack of political commitment; limited existing practice of social dialogue and limited employment in the formal economy.

Regarding the specific actions carried out by the ILO, the main challenges and weaknesses consist of:

- **A risk of duplication and repetition of social dialogue initiatives at regional and national level** in the absence of a clear conceptual framework on the whole architecture;
- **Limited budgetary resources** and sometimes **overambitious project objectives**;
- In the case of multi-country interventions, **lack of an ILO office in each country**, affecting the performance of programme implementation, and too limited action and presence of the ILO in the country;
- **Lack of focus of the interventions**, sometimes too broad and not enough focused (i.e. CAF103 evaluation recommends to establish clearer and stronger criteria and priorities for the selection of the operations, in order to ensure their relevance and critical mass);
- Still **limited coverage of target populations** (i.e. leaving the most vulnerable, particularly those in rural areas, without any form of social protection); and
- **Changes in the project planning**, such as the reduction of the project duration (i.e. in RAF/08/12M/BEL, hindering its sustainability) and the incompleteness of project actions (i.e. in the PAMODEC project<sup>7</sup> the actions were not correctly finalised, and this hindered the operationalisation and implementation of the policy priorities in terms of employment creation).

### WHAT WORKS AND WHY: A SUMMARY

The information collected through the review of the evaluative evidence and the fieldwork allowed the identification of a number of success factors and challenges, that are presented here below regardless of the specific thematic area, type, size or scope of the analysed interventions.

Success factors	Challenges
<ul style="list-style-type: none"> <li>■ Capitalisation of previous experiences;</li> <li>■ Analysis of the needs of specific target groups and formulation of relevant and specific solutions;</li> <li>■ Use of participatory approaches;</li> <li>■ Result-oriented project models, based on the theory of change;</li> </ul>	<ul style="list-style-type: none"> <li>■ Situation of fragility;</li> <li>■ Lack of political will;</li> <li>■ A risk of duplication and repetition of social dialogue initiatives at regional and national level;</li> <li>■ Limited budgetary resources and sometimes overambitious project objectives;</li> </ul>

<sup>7</sup> Indicated by the interviewees. PAMODEC: Projet d'Appui à la Mise en Oeuvre de la Déclaration de l'OIT relative aux principes et droits fondamentaux au travail. [http://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_161041.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_161041.pdf)

Success factors	Challenges
<ul style="list-style-type: none"> <li>■ Awareness-raising and capacity building;</li> <li>■ Role of the Regular Budget Supplementary Account (RBSA), allowing for a flexible allocation of resources;</li> <li>■ Support to tripartite participation;</li> <li>■ Combined approaches targeting actors at different levels; and</li> <li>■ Dissemination and visibility of project contents and actions.</li> </ul>	<ul style="list-style-type: none"> <li>■ In the case of multi-country interventions, lack of an ILO office in each country;</li> <li>■ Lack of focus of the interventions;</li> <li>■ Limited coverage of target populations;</li> <li>■ Changes in the project planning.</li> </ul>

## CONCLUSIONS AND RECOMMENDATIONS

Despite the specificities of the analysed interventions, the conclusions deriving from their analysis and reported as main evaluative findings confirm the relevance of the ILO interventions in the CAR context. Specifically, it is particularly important to highlight the achievements in terms of knowledge creation, awareness-raising and capacity building at all levels – through which the ILO has also provided a strong contribution to the processes of ratification and implementation of international Conventions. In this respect, the use of participatory, inclusive and demand-driven approaches has been crucial to tackle the main target groups and ensure the appropriation of the project objectives and results, and thus their sustainability. On the other hand, flexible approaches also from a budgetary viewpoint have allowed the ILO to adapt its interventions to the characteristics of the context; here, it is important to stress the positive role of the RBSA in key areas, such as social protection.

In this context, the efforts promoted at a country level have created a basis that allows for additional efforts for the mobilisation of the legislative, institutional, financial and human resources to follow up, apply and operationalise the knowledge created through the projects.

Building on the conclusions above as well as on the main strengths and weaknesses of the interventions, the main **recommendations** are related to the following:

- To design and implement support more focused interventions, targeting specific areas and target groups and establishing clear criteria to be accomplished by the projects on the basis of the ILO priorities in the country;
- In order to provide targeted support to the target groups in the country, to rely on more dedicated and specialised in-country staff, rather than counting on a single expert covering different countries;
- Continue to systematically strengthening the capacity of ILO tripartite constituents;
- Related to the above, it would also be key to ensure a stronger presence and intervention of the ILO in the country, accompanying the entire policy cycle, from policy making to implementation. In this respect, it is necessary to support the creation of positive frameworks for the application and operationalisation of the knowledge generated, emphasising the use of publications and tools already produced;
- To ensure a stronger and more focused thematic approach, promoting interventions in relevant fields, such as vocational training, youth employment, the worst forms of child labour, demobilisation and reinsertion of ex-soldiers;
- Develop specific strategies to ensure the mobilisation of resources at national level, building on flexible models such as the RBSA and using the available funding as a catalyst to attract additional resources;
- Related to the above, develop positive synergies with other initiatives and programmes implemented by other organisations, and ensure the capitalisation, sharing and dissemination of knowledge and results achieved through the projects in order to learn from and build on previous experience and ensure the sustainability of results over time;

- Ensure the combination of actions in terms of stakeholders level (from governments to the civil society) and territorial approaches (national, regional and provincial level);
- Strengthen the ILO position as guarantor of decent work in the country, ensuring a higher resource mobilisation, especially in terms of available financial and human resources in the country.

## DEMOCRATIC REPUBLIC OF THE CONGO

The Decent Work Country Programme (DWCP) 2013–2016<sup>8</sup> of the Democratic Republic of the Congo (DRC) informs on the current context of the country and on its cooperation with the ILO until now.

The DRC is regarded as a «fragile state» in a post-conflict situation characterised by the legacy of a long period of political and economic crises. It is now member of the g7+ network<sup>9</sup>.

Structural imbalances in the economy amplified by the effects of the crisis and the difficulties to establish an attractive environment for investment and economic recovery negatively affect the creation of opportunities for decent jobs. In this context, the tripartite constituents see a proliferation of the trade unions, which are fragmented and competitive. The situation is different on the side of employers, aggregated in four main platforms with a fairly clear division by size of business. Regarding the government party, the political instability and the changes of the people designed to policymaking hinder the ownership and sustainability of the actions. In addition to these labour- and economic related matters, the formation of a unified republican army led to the demobilisation of more than a hundred adults and tens of thousands of children associated with armed forces, some of whom are still excluded from the socio-economic life.

Although the analysed evaluation reports do not focus on the definition of “fragile state”, a number of key aspects allow to reconstruct the framework of the ILO intervention in the DRC. DRC can be considered as a fragile state in a post-conflict context characterised by multifaceted crises, involving the consequences from wars and **conflicts** (demobilised soldiers – DRC/11/01/DRC, including children – INT/03/P52/USA), and the probability of a return to violence and open-conflict; a **scattered territorial picture**, with certain areas having been touched directly by the conflicts and others being affected indirectly; **political instability** and degraded and fragile administrative, governance and institutional structures, with a high turnover of high level civil servants; **weak social dialogue**, with a proliferation of trade unions; a context of **poverty**, and the related problems of war, abuse, exactions, insecurity, widespread rape, HIV, poverty, malnutrition, repeated and chronic displacement (INT/05/08/SID); a high presence of **vulnerable people** (i.e. children involved in the Worst Forms of Child Labour – WFCL) and a generalised situation of high **unemployment**, with worrying levels of youth unemployment and risk of social exclusion; **logistical and communication difficulties**; a generally **negative security** context; and a **fragile geopolitical situation**, with internal fractions.

In order to improve the living conditions of the Congolese people, the Government adopted the Strategic Document for Growth and Poverty Reduction (DSCR1, 2006-2010), followed by DSCR2 (2011-15), the framework for all macroeconomic and sectoral policies, where employment is a major, transversal axis.

<sup>8</sup> <http://www.ilo.org/public/english/bureau/program/dwcp/download/thecongo.pdf>

<sup>9</sup> <http://www.g7plus.org/>

The activities of ILO technical cooperation in the DRC started in the 1960s covering the four priority areas of the ILO's work: fundamental rights, employment, social protection of workers and social dialogue. The effectiveness of this cooperation allowed the DRC to ratify seven ILO Conventions. However, in the post-conflict and crisis context that has prevailed over the past two decades, several difficulties have arisen both on the side of the country (i.e. persistence of collective labour disputes, unfinished reform processes and frequent political changes) and that of the ILO (i.e. importance of the informal sector, increased demand for financial assistance by constituents for the execution of some programmes, actions mainly limited to technical support with a fairly limited impact on populations).

The current ILO intervention mainly aims to contribute to the consolidation of peace and reconstruction by promoting decent work that integrates (self-) employment and social protection in a climate of wider social dialogue and compliance with national and international standards. The current priorities<sup>10</sup> for the ILO action in the country (2013-16) consist of the promotion of decent work for young people and the improvement of labour productivity through the support to social dialogue, and the fundamental principles and rights for work and social protection.

## WHAT TYPES OF INTERVENTIONS DO WE OBSERVE?

In this section, the type of ILO interventions observed in DRC as identified through the review of available evaluative evidence and based on the views of the stakeholders consulted in the fieldwork phase are described.

### Thematic focus of interventions

The ILO action in DRC has covered the following areas.

The promotion of social dialogue, employment and poverty reduction are aspects that are covered transversally by the different projects, and tackled specifically in some of them (*Programme to promote social dialogue in francophone Africa BIT-PRODIAF-Phase III* – RAF/08/12M/BEL; and *Support for the promotion of employment and poverty reduction* – RAF/10/58/FRA). Special attention is paid to the creation of **employment opportunities for young people and the abolition of the worst forms of child labour**.

Most of the analysed interventions are related to the **socio-economic reintegration of demobilised people, including children** (*Support to the sustainable economic reintegration of demobilised people in DRC – 2011-2014 phase* – DRC/11/01/DRC; *Prevention and reintegration of children involved in armed conflict: an Inter-Regional programme* – INT/03/P52/USA; and *Prevention of recruitment and reintegration of children affected by armed conflict in Burundi and DRC* – RAF/O7/04/NOR).

Special attention is also paid to the field of **social protection**, in certain cases specifically tackling the issues of **HIV/AIDS in the workplace** (*Support of the Regular Budget Supplementary Account-RBSA to the CPO of selected countries relative to social protection during the biennium 2010-2011* – RDC-COD201; *Project countries and global programmes to respond effectively to HIV and AIDS in the world of work, including social protection coverage in the informal economy* – GLO/12/63/NOR; and *HIV/AIDS prevention and impact mitigation in the world of work in Sub-Saharan Africa* – INT/05/08/SID).

### Types of interventions

The interventions promoted by the ILO in DRC mainly consist of:

- Development of **thematic programmes** and policies and strengthening of legal frameworks, both for the creation of a favourable policy and legal environment and the boost to economic growth;

<sup>10</sup> <http://www.ilo.org/public/english/bureau/program/dwcp/download/thecongo.pdf>

- **Awareness raising** on the situation vulnerable groups, and especially young people, ex child soldiers and ex-combatants;
- Research and professional **capacity building** and training covering different target groups, such as institutional and governmental actors, but also for training providers;
- Reinforcement of **technical expertise** of institutional actors for the formulation and application of policies and conventions;
- Support to **networking, partnerships**;
- Support to **livelihood, social reinsertion** and **entrepreneurship** by consolidating the **organisational capacity** of relevant actors and providing kits, tools and seed money to local communities for the creation of micro-businesses and cooperatives at a local level;
- **Employment** support, for instance through the promotion of highly labour intensive jobs;
- **Educational** access and non-formal education;
- Strengthening of the DRC **economic potential** (business plans, coaching, technical trainings, tools) by supporting the shift from the informal to the **formal economy**/better protection of the informal economy, and related interventions to foster **social protection**; and
- Additional forms of support (health, nutrition, basic goods...) provided to the final beneficiaries (disadvantaged groups) and to other members of their community (i.e. their parents).

Promoted by the ILO in different projects, they can also target different groups and are reported as key actions to ensure the sustainability and the ownership of the projects by policy makers and institutional stakeholders but also by local actors. As an illustrative example, RAF/O7/04/NOR evaluation states that: *“The different actions (training, support, good practices, guidance, analysis and identification of relevant factors in the field) proved to be useful and were used as a reference for the improvement of the legal context related to child labour”*.

### Geographical scope of interventions

Important aspects related to the geographic approach of the interventions **within the country** were mentioned both in the evaluation reports and by the interviewees. The ILO has promoted both national and regional projects, the reason for this second approach being related to the fact that the DRC has a scattered territory, where some specific areas have been particularly hit by the conflicts. Nonetheless, if on one hand the concentration of the interventions in specific areas could be more effective, on the other some critical aspects on the geographic approaches were stressed by several interviewees. In the case of national projects, interviewees stressed the need to ensure the development of activities not only in the capital city, but also in other territories, in a more balanced way. This is often not possible because of budgetary restrictions and the focus of donors' support to projects in areas directly affected by the conflicts.

The DRC was also involved in **multi-country projects**, covering a large variety of countries or very different countries). Given the complexity of these interventions, integrated approaches are often proposed as an intervention model, in order to ensure the relevance of the actions in the different contexts and countries. Nonetheless, these approaches risk to remain mainly theoretical, since they are not always well-known or understood by the different actors involved in project implementation. The limits to the effectiveness of these approaches seem to derive from the lack of a reference country coordinator ensuring coherence in project implementation (*“An international coordinator covering all components would have considerably helped implementation and integration. The evaluator was informed that such a post was not created because the donor wanted to promote mainstreaming, draw on the technical divisions of ILO itself and avoid expensive international posts. If this is the case, it has proved to be a false economy”*, INT/05/08/SID).

### Integration of interventions

Integration is a concept which emerges with different features in the analysed evaluations. Some integration between different **thematic areas** has been observed in the analysed projects, such as:

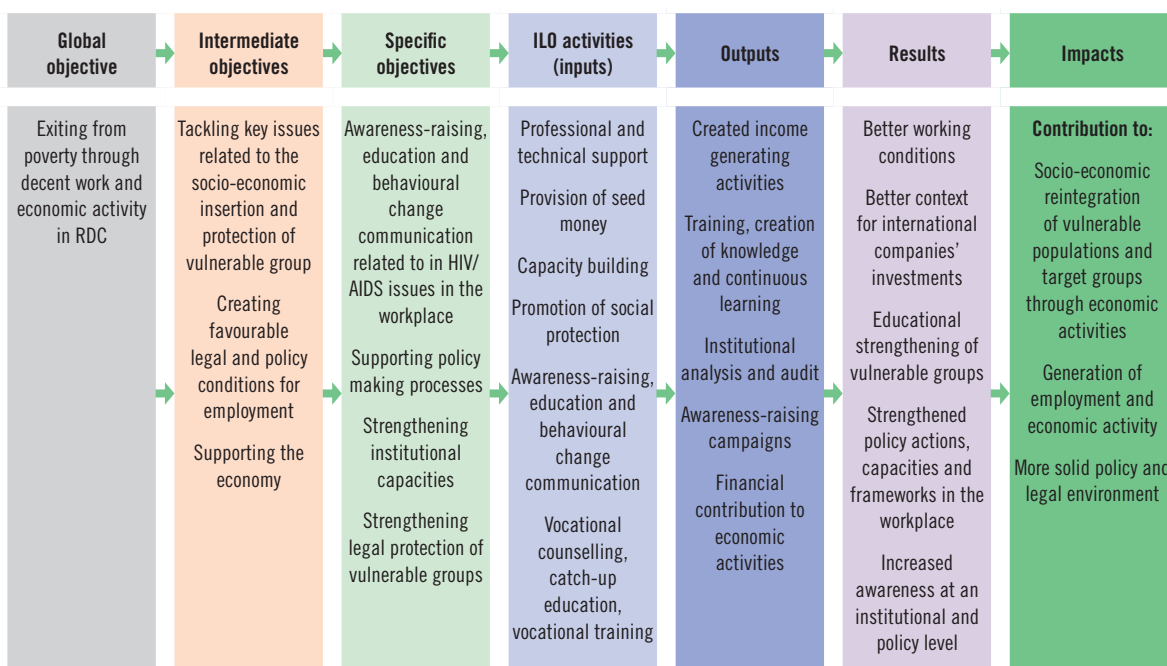
- Gender and HIV/AIDS in the world of work, including a sectoral perspective in a number of economic fields (*“Sectoral policy development with project support has been quite successful» GLO/12/63/NOR*);
- Education and entrepreneurship as a way to ensure socio-economic (re)integration, on the basis of multi/sectoral collaboration and support to beneficiaries from different perspectives, such as vocational training, technical support, access to micro-finance, but also subscription to micro health insurance and psycho social support (INT/03/P52/USA and RAF/O7/04/NO).

The integration of interventions in different areas also implies a combination of **tools, beneficiaries, and economic sectors** (*“The direct services offered to children and families in support of acquiring decent work and achieving a sustainable income included not only vocational or skills training, but also non-formal education, legal assistance, counselling services, and health services – INT/03/P52/USA*). Nonetheless, even if in some other occasions an *“intention to integrate different areas”* was observed, *“this was felt as artificial”* by the stakeholders (INT/05/08/SID).

### Is it possible to envisage a ToC behind these interventions?

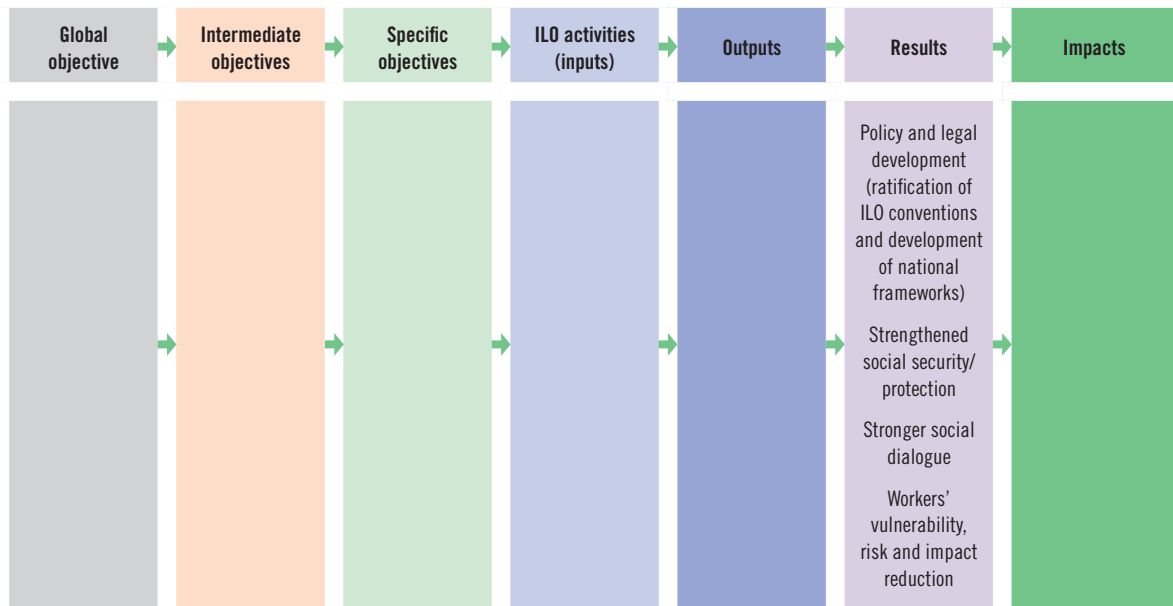
A number of common features can be identified in the reconstruction of the logical steps of the analysed interventions, allowing to draw a general basis for the theory of change of ILO interventions, and specifically: actions mainly oriented to **capacity building and support to policymaking**, that can be combined with **direct support to final beneficiaries** through vocational training and education, achieving **better normative, institutional and contextual conditions** to ensure access to **decent work and better (self-) employment opportunities** for (vulnerable) people, and this leading to a better **socio-economic (re) insertion** and activity in the community, mainly through income-generating activities.

The main causal chains and theories of change that could be identified in the analysed interventions are displayed in the figure below:



Continued on page 19

Continued from page 19



## WHAT WORKS, FOR WHOM AND WHY?

In order to provide recommendations for effective interventions in the country, it is essential to understand what works, for whom, and why. In this section we answer these questions on the basis of the existing evaluative evidence and the information gathered through the interviews, paying specific attention to contextual factors and conditions, as well as to outcomes related to sustainability and gender mainstreaming.

## WHAT WORKS?

The outcomes and impacts of the ILO interventions that have been evaluated will be presented in this section with an exploration of the synergies involved, the sustainability and the links to gender equality.

### Outcomes and impact

The main impacts and outcomes identified in the evaluation reports and mentioned by the interviewees can be related to the following typologies:

- **Socio-economic reintegration of vulnerable populations and target groups through economic activities**

This aspect is transversal to the analysed interventions, both in the case where they are targeting institutional actors and final beneficiaries. As stressed by most interviewees, young people have been one of the main target groups of the ILO actions in the country. The promotion of community-based approaches to foster employment, mainly through the support to cooperatives in relevant productive sectors at a local level, has been a key factor to ensure a better socio-economic integration of youth, as well as other groups. Project DRC/11/01/DRC, for instance, promoted the socio-economic reintegration of ex-combatants, their return to civilian life, the development of spirit of initiative and the interaction between ex-combatants and community, mainly through income-generating activities.

- **Educational strengthening of vulnerable groups**

The socio-economic reinsertion and economic activity of vulnerable groups need to be supported through educational and vocational tools. As reported by different interviewees, training of trainers, the support to vocational training organisations and the focus on “schools of trades” in specific productive



sectors have been key to strengthen the capacity of community members at a local level and its relevance with respect to the local economic and productive fabric. This has resulted especially effective when being part of integrated actions, such as the provision of vocational training to young people related to a specific profession and their accompaniment into employment through specific tools and kits. This has also been the case of interventions targeting women in vulnerable conditions.

#### ■ **Generation of employment and economic activity**

This aspect is related to the above points on the education and socio-economic inclusion and reinsertion of vulnerable groups, and is one of the main typologies of impacts observed in the evaluations and confirmed by the interviewees. As an example, individuals and their associations' and cooperatives' economic activities have been supported through the project DRC/11/01/DRC, leading to the creation of microenterprises, jobs and income. This helped not only to improve the socio-economic environment, to boost the production capacity and product quality, but also to support the recovery of certain economic activities (i.e. farming) which had disappeared from a certain territory because of the context of conflict and destruction. Similarly, the project «Prevention and Reintegration of Children Involved in Armed Conflict» (INT/03/P52/USA) supported children's involvement in productive activities, while the project «Prevention of Recruitment and Reintegration of Children Affected by Armed Conflict» (RAF/O7/04/NOR) ensured that all beneficiaries supported by the project are in self-employment.

The relevance and effectiveness of the ILO support to livelihood and the sustainability of the related results has been stressed by different stakeholders, who confirmed that a number of businesses are still running.

#### ■ **Capacity building**

At a local and operational level: as stressed by the interviewees, the ILO interventions strengthened the capacities of organisations and stakeholders involved in running projects and activities in the territory. As relevant examples, the project DRC/11/01/DRC ensured an increase of national project partners' sense of ownership regarding the interventions as well as of their technical abilities. Similarly, GLO/12/63/NOR produced tools to enhance managers' and workers' skills to implement workplace programmes.

At an institutional and policy level: one of the main results of the ILO actions has consisted in strengthened capacities of policy makers, technocrats, high level professionals working in the employment field as well as the tripartite constituents regarding the institutional, legal and policy settings in which they operate, with both an international and a country focus. This was stressed by all the interviewees, and some tripartite constituents defined the ILO as their "*main partner*"<sup>11</sup>. A relevant example of this typology of impact is represented by the restructuring and strengthened capacity of the INPP<sup>12</sup> (National Institute of Vocational Training).

#### ■ **Increased awareness at an institutional and policy level**

The high level target groups of the ILO actions have not only been professionals operating in the employment sector, but the government as a whole. In this respect, several high level stakeholders have stressed the impact in terms of increasing the position of decent work and employment in the policy agenda. In this respect, the Ministry of Labour stressed the higher awareness of all policymakers regarding the role of employment to exit from poverty, and the "*unique and indisputable role*"<sup>13</sup> of the ILO in the employment field both in DRC and globally (see the inclusion of the concept of employment in the Millennium Development Goals). Similarly, the ILO actions also help to ensure the correct development of the policy context in the field of employment, for instance by contributing to ensure the

<sup>11</sup> Ministry of Labour, COPEMECO and FEC. This was also stressed by other organisations involved in programme implementation

<sup>12</sup> <http://www.inpp.cd/>

<sup>13</sup> Ministry of Labour

organisation of the 31st meeting of the National Labour Council<sup>14</sup> in Kinshasa or the organisation of the 1st (and only in DRC, until present) National Employment Forum in 2007<sup>15</sup>.

#### ■ Policy and legal development (support to the ratification of ILO conventions and development of national frameworks)

Policy and legal development is one of the main impacts generated by the ILO action in DRC. As stressed by the interviewees, the ratification of the fundamental conventions of the ILO, as well as the support to the development of national legal framework (i.e. the revision and update of the Labour Code) are some of the most relevant examples. This is confirmed by the evidence from the analysed evaluations. In GLO/12/63/NOR, action plans for HIV were developed and agreed in key sectors on the basis of ILO Recommendation no. 200. In INT/05/08/SID, the application of relevant ILO International Labour Standards was promoted in order to “ensure non-discrimination and a supportive working environment for persons living with or affected by HIV». In the field of “Children in armed conflicts”, RAF/O7/04/NOR promoted policy developments and legal change to be undertaken by the local governments by taking into account the tools and knowledge generated through the project. This boosted their capacity to deal with the worst force of child labour (WFCL) through setting up and strengthening coordination mechanisms, adapting the legal framework and developing National Action Plans, also taking into account Law 09/001 on children protection (2009). The most common examples mentioned by the interviewees refer to the preparation of the Action Plan for Youth Employment, as well as the Action Plan against the WFCL.

On the other hand, interviewees from the Ministry of Labour and social partners stressed (as a challenging factor) that “*the tools are now there, but they need to be implemented*”<sup>16</sup>, meaning that the technical and legal support provided by the ILO does not foresee a more operational phase, also due to the lack of funding. Nonetheless, as stressed by the ILO, the operationalisation of these frameworks is related to the political will and to the ownership of the existing tools by the relevant stakeholders in the country.

#### ■ Strengthened social security and protection

A strengthened social security system was the result of different projects in RDC, and in some occasions it also related to the actions foreseen to combat AIDS/HIV in the workplace. As identified in the evaluative evidence, project GLO/12/63/NOR developed tools to enhance managers and workers’ capacity to implement workplace programmes boosting social protection. Similarly, RDC-COD201 ensured that a greater number of people have access to social security benefits. This system was reinforced mainly through studies and research, supporting better frameworks for the creation of mutual health insurance schemes.

#### ■ Boosted social dialogue

As described by most interviewees, the ILO actions aiming to foster social dialogue have contributed to create the conditions for the Government to take into account the position of the constituents and have strengthened the basis for increased exchanges between these actors: “*The ILO is the only organisation that places the Government, workers’ organisations and employers’ organisations at the same level, and this is done through the culture of negotiation*”<sup>17</sup>. As relevant evaluative evidence, RAF/08/12M/BEL supported and strengthened the social dialogue, leading to reinforced capacity, stronger involvement and role of the tripartite parties, personal and structures development.

<sup>14</sup> As stressed by Confédération Syndicale du Congo. Info on the event: <http://grouvelavenir.org/kinshasa-le-conseil-national-du-travail-en-sa-31eme-session-ordinaire/>

<sup>15</sup> As highlighted by the representative of the Radio Télévision Nationale Congolaise – RTNC

<sup>16</sup> Ministry of Labour

<sup>17</sup> As reported by the Fédération des Entreprises du Congo

## Synergies

The **synergies between different areas of intervention** are analysed to a limited extent in the available evaluations, and in some occasions recommendations were formulated in order to further promote inter-sectoral approaches (RDC-COD201). Nonetheless, positive examples exist and mainly refer to the interventions in the field of children affected by armed conflicts and their socio-economic reinsertion, and to the “interaction between education, employment, entrepreneurship and, through them, social inclusion of youth previously involved in WFCL» (RAF/O7/04/NOR).

The evaluations also inform on **synergies existing between the different actors** involved in the interventions, that in many occasions include (but not exclusively<sup>18</sup>) UN agencies. These synergies become especially important when they are supported by/happen in the context of **cooperation/strategic frameworks** and they usually consist of **cooperation between different ILO offices and cooperation with other UN agencies**.

Relevant **evaluative evidence** exists in this respect. In the field of **children affected by armed conflicts**, the “Integrated Disarmament, Demobilization and Reintegration Standards – IDDRS”<sup>19</sup> represented a relevant frame for the interventions and interactions between different ILO agencies are reported as effective and fruitful (RAF/O7/04/NOR, INT/03/P52/USA), and so is the coordination with other UN partners (see for instance a quote from an interviewee: “*we have worked with other partners, such as UNICEF (...) and we have found our niche*”, INT/03/P52/USA). Similarly, in the field of **HIV and AIDS** (GLO/12/63/NOR), the project managed to create synergies with financing obtained from different ILO resources and counted with the support and participation of UNAIDS co-sponsors, UNICEF, UNAIDS and UNDP, among others. Moreover, RDC-COD201 framed its actions coherently with the United Nations Development Action Framework (PNUAD) and counted with the cooperation of UNICEF and the support of the **ILO Regular Budget Supplementary Account (RBSA)** within an “*integrated framework of ILO resources*”. Similarly, RAF/08/12M/BEL built linkages with other ILO programmes (PAMODEC, STEP) and UN actors (UNAIDS).

This interaction has also been confirmed by most interviewees, but the collaborations were mainly described in terms of occasional/punctual common actions, and not as part of a formal or stable cooperation framework, meaning that each agency maintains its specialisation but at the same time is open to collaborate when it comes to integrated projects. Professional and personal relationships between staff from the different organisations also play a relevant role, especially in the absence of more consolidated cooperation protocols.

In the context of UN actors, all interviewees identified the ILO as the **only actor dedicated to the promotion of decent work** in DRC and stressed the high technical quality of its actions. Nonetheless, if on one hand the ILO presence in the country is defined as stable and long-lasting, the actions that it promotes are often seen as scattered and limited – especially when it comes to targeting the most vulnerable groups and territories. In this respect, when compared to those UN agencies counting with a dedicated budget for project implementation in the country, the advocacy and technical role characterising the ILO were described by some interviewees as a limitation to the potential impact of the ILO actions in the territory<sup>20</sup>.

## Sustainability of interventions

A series of positive and negative factors affecting the sustainability of the projects results can be identified in the evaluation reports. Nonetheless, it is also important to point out that the scope and deepness of the

<sup>18</sup> Other donors and governmental actors as well as NGOs were mentioned in the evaluation as relevant cooperating partners (European Commission, USDOL, Save the Children, ...)

<sup>19</sup> <http://www.unddr.org/uploads/documents/IDDRS%20Foreword%20and%20Acknowledgements.pdf>

<sup>20</sup> Especially by the Ministry of Labour

analysis of this dimension in the evaluation reports varies and is often quite general, probably due to the lack of relevant evidence (i.e. RDC-COD201: “*Sustainability is mainly related to the strengthening of capacity, which should have longer effects, but little can be said on other aspects of the intervention*”).

The main aspects identified by the evaluation reports and confirmed by the interviewees as necessary to ensure sustainability mainly consist of: capacity building and awareness raising actions, support to political and institutional will, the existence of favourable policy and legal frameworks, ownership of the project results and objectives by relevant stakeholders and policymakers, availability of human and financial resources, continuation of previous actions and development of project sustainability plans or strategies.

More specifically, the main **positive factors supporting sustainability** reported in the evaluations (some of which were also confirmed by the interviewees, as specified) consist of:

- **Support to and from local agencies** and organisations that play a key role in the local and economic context, fostering the **ownership** of the project objectives by relevant stakeholders (DRC/11/01/DRC), including the support to tripartite approaches (GLO/12/63/NOR). This was stressed by the interviewees as a key aspect of ILO approach in the country;
- **Capacity strengthening** and the development of legal/policy frameworks at different levels (GLO/12/63/NOR), subject to the availability of human and financial resources;
- Strong **relevance of the interventions**, that are also integrated in national/regional/local plans and supported by relevant international strategies (RDC-COD201);
- **Capitalisation** of and building on the results and actions of previous projects (or project phases), like in the case of RAF/O7/04/NOR (second phase of the USDOL project) and RDC-COD201 (building on the STEP programme). In this respect, the relevance of the **RBSA** was pointed out for its function as a **catalyst** and support of already existing interventions;
- The **empowerment and strengthening of relevant actors’ capacity**, boosting their autonomy. In INT/05/08/SID, for instance, labour courts and tribunals that had received training under the project themselves undertook training of their peers. Similarly, the ILO interviewees stressed the importance of “training to trainers” as a multiplier of the effect of the interventions.

On the other hand, the main **threats and limits to sustainability** relate to:

- The **lack of technical and financial resources** (GLO/12/63/NOR, INT/03/P52/USA);
- The lack of **sustainability plans** (GLO/12/63/NOR, INT/03/P52/USA) and strategies, including the **communication** on the ILO activities in the country, as pointed out by different interviewees;
- The lack of any **evidence** of sustainability actions for the future (RAF/08/12M/BEL);
- The risk of a **lack of follow-up actions** (according to RAF/08/12M/BEL, real risks “*lie in the creation of social dialogue frameworks which, despite their constitution and their financing, risk becoming bureaucratic, costly and inefficient structures*”). This was also mentioned by Roger Tambwe Musombo, referring to a project of disarmament, demobilisation and reintegration of former combatants. The project counted with training activities, purchase of kits and monitoring during its first phase, but its second phase was mainly limited to training and did not capitalise not build on the previous actions;
- The **changes in the implementation plan and duration** of the project (RAF/08/12M/BEL), that need to be faced by sufficiently organised structures. As also stressed by interviewees, the interruption of project activities strongly hinders the achievement of the expected results and the related sustainability.

## Gender equality

The analysis of the gender dimension has been treated to varying extents in the evaluation reports and different levels of emphasis on the gender issues have characterised the ILO projects in RDC.

If the gender dimension is at least mentioned in the project evaluations, there is little evidence of its incorporation as a main asset, with the exception of the interventions in the field of health and social protection (RDC-COD201) and social dialogue (RAF/08/12M/BEL). Other projects only indirectly address the gender dimension, registering effects on women since they are part of a broader target group or related to the main beneficiaries of the interventions (i.e. project DRC/11/01/DRC, where some wives of demobilised people benefited indirectly from the project as they were involved in their business). Moreover, in most cases the lack of sex-disaggregated data at project level was pointed out as a barrier to an effective evaluation of the gender dimension (i.e. GLO/12/63/NOR).

Only in some occasions, and especially in the interventions with child soldiers, specific approaches were needed to address women/girls who, otherwise, could not have been properly covered by the projects (i.e. INT/03/P52/USA: *“in DRC meetings were held with girls’ families to explain the programme. Timing of project activities was adjusted so girls could have time for their families and household chores. Girls were given management skills so they could work in cooperative groups”* and *“Attention was paid to the unique needs of girls. The project was flexible enough to address the very different circumstances of females involved in armed conflict situations”* and RAF/O7/04/NOR: *“targeting war affected children, without making the distinction (...) among those formerly associated with armed forces and groups, those withdrawn from other WFCL and those at risk of recruitment/involvement in WFCL, and providing the same services to all, proved to be an effective strategy for reaching the girls”*).

In this context, some evaluations include specific recommendations regarding the targeting of women. GLO/12/63/NOR evaluation, for instance, stresses the need for a higher focus on aspects such as violence against household members of workers, general workplace discrimination and sexual harassment, informal sub-sectors where women predominate, as well as women in agriculture.

No special comments were made in this respect by the interviewees, that stressed the good coverage of the main disadvantages groups, included women.

## FOR WHOM?

Different types of activity are typically linked to target groups at different levels. Three main clusters of beneficiaries and related interventions can be distinguished, as presented in the sections below.

### Support to high-level stakeholders

Here, target groups are ILO constituents at member State level and policy makers. Interventions targeting these stakeholders mainly consist of:

- **High-level policy advice** in particular relating to the negotiations on ratifications of ILO Conventions and Recommendations as well as specific advice and **support in policy-making** in relevant fields, such as employment and social protection. Relevant examples are the allocation of specific consultants to accompany high level stakeholders and organising study visits (see for instance the support provided for the preparation of an “employment forum”, as stressed by the Ministry of Labour), or the support in the creation of assets and centres of mutual health assistance;
- **Capacity building** for social partners to strengthen their negotiation skills and their lobbying ability<sup>21</sup>;
- **Training, creation of knowledge and continuous learning** boosting decent work and social dialogue, through the production of specialised studies and the promotion of meetings and knowledge sharing between the constituents, as explained by the interviewees;

<sup>21</sup> Mentioned by COPEMECO

- **Institutional analysis and audit** of organisations (i.e. the Ministry of Labour);
- Support to the creation and functioning of **committees in labour-related fields**, such as the advocacy work supporting the National Committee to combat the WFCL.

The interviewed high level stakeholders confirmed that the working approach used by the ILO is not necessarily always based on a clear/formal annual planning, but it also foresees services “on demand” interventions (according to the requests made by the stakeholders) and can vary depending on the funding opportunities provided by the donors.

### Support to intermediate stakeholders

This refers to communities active in the areas of employment and vocational training such as professionals and practitioners, workers’ and employers’ organisations, NGOs and technical staff. The interventions include the provision of advice and support to develop and apply strategies and programmes, and the delivery of training courses. Relevant examples are:

- **Support and capacity building** of organisations, enterprises and their staff in specific thematic and/or technical fields, including organisational support related to the design of their activities<sup>22</sup>;
- **Support to training providers and partner organisations** executing the project activities and promoting education, training and entrepreneurship at a local level, in terms of reinforced capacities and tools;
- **Training of labour judges and magistrates** in the field of HIV Prevention and Impact Mitigation;
- Support to the **operationalisation of subregional tripartite structures**, also as an answer to their limited willingness and commitment in project implementation, that in most cases is covered by other organisations (i.e. national and local NGOs).

### Support at local level

Target groups include actors at a local level, including employers, workers and their communities. Interventions focus on the provision of vocational training and technical support to individuals to launch their own business and/or to gather in cooperatives. Similarly, they can refer to particularly disadvantaged groups such as ex-soldiers and people working in the informal economy/in particularly dangerous economic sectors. Examples of concrete actions and beneficiaries are:

- Awareness-raising **campaigns**, such as the VCT@work campaign (HIV Voluntary Counselling and Testing Programme), focusing on workers in sectors highly affected by HIV due to their working and living conditions (i.e. workers in the mining, transports and agriculture sectors; migrant workers);
- Support to **entrepreneurship and vocational training** for vulnerable groups (of young ex-combatants/demobilised people) through catch-up education, life skills training, vocational and management training, material supporting the launch of an economic activity
- **Indirect beneficiaries** of these actions can be the local community, including the families of the final beneficiaries of the interventions. This is especially relevant in livelihood actions directed to ex/combatants, included children (DRC/11/01/DRC) and other people economically dependent on the beneficiaries.

## WHY?

In this section, we present key success factors and the most common challenges of ILO interventions in the country, emerging from the available evaluative evidence and interviews.

<sup>22</sup> As reported by the Fédération des Entreprises du Congo

## Success factors

The most effective factors and mechanisms that can be identified as successful in ILO interventions mainly relate to the following typologies:

- Adaptation of the interventions to the contextual characteristics of the country and promotion of actions at different levels and targeting various typologies of stakeholders, mainly on the basis of comprehensive, flexible and participatory approaches, strengthening the relevance of the interventions, the sense of ownership from the different stakeholders and the enforcement of local actors as guarantors of the projects' sustainability. The promotion of collective actions and provision of support to cooperatives instead of focusing only on individuals was crucial to foster the relevance of the interventions (i.e. DRC/11/01/DRC);
- Focus on livelihood and economic/income support to target groups as a way to improve their reputation in their local communities, thus fostering their socio-economic (re)integration;
- Identification of relevant channels to ensure the most effective use of the financial resources (i.e. GLO/12/63/NOR), including the Regular Budget Supplementary Accounts;
- Capitalisation of previous (successful) experiences, actions, results and project phases (i.e. RDC-COD201, building on the STEP programme on social protection; RAF/O7/04/NOR and RAF/08/12M/BEL building on previous project phases). In different occasions, this is ensured through the use of the Regular Budget Supplementary Account (RBSA) supporting the Country Development Outcomes, *“allowing the ILO to allocate the resources in an independent, flexible and fast way”* (RDC-COD201), to capitalise previous results (i.e. the reorientation towards results-based management in RAF/08/12M/BEL) and to ensure the continuation and sustainability of the interventions. ILO's role is often described as a catalyst;
- Tripartite approaches involving different stakeholders and ensuring sustainability;
- Learning processes, capacity building, policy advice in key thematic areas and exchange of experiences and tools (i.e. GLO/12/63/NOR: *“the project contribution to the ILOs internal learning processes has been implemented through several mechanisms. The most immediate and tangible is the sharing of experiences and information through meetings at country, sub-regional and headquarters office level. Other contributions are through the analysis and reporting of results”*);
- ILO's interventions alignment with relevant strategies/ recommendations (i.e. for GLO/12/63/NOR: programme and budget 2012-2013, Decent Work Country Programmes, ILO Recommendations No. 200 and 202 – Social Protection floors...);
- ILO collaboration with other international (UN agencies, international organisations, policymakers), national, but also regional and local actors, in order to gain expertise and knowledge that can then be capitalised in other contexts and interventions (*“Through the inter-regional programme, ILO was able to gain knowledge and expertise which could be brought to bear in the global discussion of how to best serve children who had been involved in armed conflict situations”* – INT/03/P52/USA); and
- In all its interventions, the **neutral position of the ILO** with respect to the tripartite constituents and relevant actors, which makes it credible at all levels, including the governmental one<sup>23</sup>.

## Challenges and barriers

*“Context cannot be underestimated”* (INT/03/P52/USA): the outcomes and impacts are observed in a context characterised by a series of weaknesses that hinder the stability of the country and the level of achievement of the expected results. The key challenges and mainly consist of the following:

<sup>23</sup> As stressed by COPEMECO

- Large number of crises and conflicts, that have contributed to create a general situation of **political uncertainty, insecurity** (DRC/11/01/DRC), economic crisis and fragility of the current peace. Similarly, emergence of new conflicts, deterioration of the security situation and debilitation of the **institutional, governmental, administrative, legal, social and economic frameworks and structures**. In this respect, “*where strong governmental or institutional partners existed, the creation of an enabling environment appears more likely*”, while in this context “*poverty remains rampant*” and “*small-scale corruption has become a general means of survival*” (INT/03/P52/USA);
- Related to the above, existence of groups in **particularly vulnerable** conditions, such as women working in rural areas and in the informal economy, demobilised people and children affected by armed conflicts, working children and people affected by AIDS/HIV
- Moreover, as commented by different interviewees, the **engagement and commitment of high level stakeholders** in the project is difficult to ensure, and even more over time, due to: the high level of turnover in relevant political and institutional positions; the lack of political will or engagement of civil servants in the projects; but also important signals of corruption (implying the designation of high-level roles not always to the most relevant people). This also implies difficulties in terms of capacity building and retaining the acquired capacity in the related institutions;
- **Implementation challenges**, due to the inefficiency of internal procedures, to institutional and organisational arrangements (DRC/11/01/DRC) and to the slowness and complexity of **the management structures**, implying inefficiencies and delays in execution;
- **Limited** available budgetary (GLO/12/63/NOR, INT/05/08/SID, RAF/08/12M/BEL) and human (INT/03/P52/USA) **resources for the ILO**, which also imply a **scarce geographical presence** of the ILO across the country. The office in Kinshasa counts with a very limited capacity, while coordinating the ILO actions in 7 African countries. These aspects were mentioned by most interviewees and in the evaluations as well, advocating for a stronger ILO structure in the country;
- Related to the above, **overambitious objectives** set by the ILO, with the related negative effects in terms of achievement of results, public image and credibility. Moreover, the activity planning throughout the year partly depending on the available opportunities and resources from donors, the yearly objectives and projections are not always clear to the tripartite constituents, as stressed by some interviewees;
- **Scarcely structured internal communication and dissemination** of the ILO actions and very **limited external communication and dissemination** of the ILO actions and results in the country, implying a scarce visibility of the organisation at all levels. This affects negatively the ILO potential to leverage resources, the relevance of its image for the general public and institutional actors, and the collaboration potential with other (UN) organisations and donors;
- **Lack of stable cooperation frameworks with donors**, implying that ILO often needs to operate in an urgency and varying context, as stressed by the ILO staff. According to its mandate, the ILO needs to **leverage resources** in order to promote its projects. In a context of instability, this can imply the interruption of certain activities before they are “mature”, or the emergence of contextual issues that cover a higher position in the priority agenda of the donors (this happens especially in the case of humanitarian actions and emergencies). This situation, together with the context of budgetary restrictions deriving from the economic and financial crisis, creates a context which is not always favourable to the implementation of actions in the labour field, since they are particularly cost-intensive throughout all the project cycle and provide results in a longer run. This can be less interesting, for instance, from a donor viewpoint.

## WHAT WORKS AND WHY: A SUMMARY

The review allowed the identification of a number of success factors and challenges, that are presented here below regardless of the specific thematic area, type, size or scope of the analysed interventions.



Success factors	Challenges
<ul style="list-style-type: none"> <li>■ <b>Adaptation of the interventions to the contextual characteristics</b> of the country and beneficiaries</li> <li>■ <b>Promotion of actions at different levels</b> on the basis of <b>comprehensive and participatory approaches and collective actions</b>, involving <b>final beneficiaries</b></li> <li>■ <b>Promotion of collective actions</b>, while ensuring <b>flexible and personalised approaches</b> to foster the relevance of the interventions</li> <li>■ Use of <b>capacity building and awareness raising actions</b> to foster the ownership of the project by relevant actors</li> <li>■ <b>Combination of methodological approaches, learning processes</b>, experience and tools sharing, <b>thematic approaches</b>, capacity building and policy advice</li> <li>■ <b>Focus on livelihood and economic/income support</b></li> <li>■ <b>Identification of relevant channels</b> to ensure the most effective use of the available financial resources</li> <li>■ <b>Capitalisation of previous (successful) experiences</b></li> <li>■ Use of <b>RBSA</b> to support bigger actions and specific groups</li> <li>■ <b>Tripartite approaches</b> to ensure sustainability</li> <li>■ <b>Learning processes</b> and exchange of experiences and tool</li> <li>■ <b>Thematic approaches</b>, capacity building and policy advice in key thematic areas</li> <li>■ <b>ILO's interventions alignment with relevant strategies</b></li> <li>■ <b>ILO's collaboration with other international, national</b>, but also <b>regional and local actors</b></li> <li>■ <b>Neutral position of the ILO</b> with respect to the tripartite constituents and relevant actors.</li> </ul>	<ul style="list-style-type: none"> <li>■ <b>Conflict and post-conflict situations</b>, fragility of the current peace and emergence of new conflicts, <b>political uncertainty and insecurity</b></li> <li>■ <b>Weak institutional, governmental, administrative, legal, social and economic frameworks and structures</b></li> <li>■ Varying levels of <b>engagement and commitment of high level stakeholders</b></li> <li>■ <b>Implementation challenges</b>, and <b>inefficiency of the management structures</b></li> <li>■ <b>Limited</b> available budgetary and human <b>resources</b> as well as <b>scarce geographical presence</b> across the country</li> <li>■ <b>Overambitious objectives</b> set by the ILO (with respect to the available resources)</li> <li>■ <b>Scarce internal and external communication and dissemination</b>, with the related consequences in terms of visibility</li> <li>■ <b>Lack of stable cooperation frameworks with donors</b>, with the related difficulties to <b>leverage resources</b></li> <li>■ <b>Limited follow-up</b> of the actions and results, with negative consequences in terms of sustainability</li> <li>■ <b>Lack of focus and risk of duplication</b> between different institutional levels</li> <li>■ <b>Economic crisis and financial instability</b></li> <li>■ <b>Strong</b> relevance of the <b>informal economy</b> and weakness of the legal frameworks</li> <li>■ Existence of groups in <b>particularly vulnerable</b> conditions</li> <li>■ <b>Natural disasters</b> and the consequent logistical difficulties.</li> </ul>

## CONCLUSION AND RECOMMENDATIONS

The DRC is regarded as a «fragile state» in a post-conflict situation characterised by the legacy of a long period of political and economic crises. Structural imbalances in the economy amplified by the effects of the crisis negatively affect the creation of opportunities for decent jobs and represent important constraints for the ILO intervention in the country, but also confirm the relevance of its actions.

The ILO interventions are mainly oriented to capacity building and support to policymaking, on one hand, and direct support to final beneficiaries through vocational training and education and livelihood support. This is meant to achieve better normative, institutional and contextual conditions to ensure access to decent work and better (self-) employment opportunities for (vulnerable) people, and is contributing to lead to a better socio-economic (re)insertion and activity in the community, mainly through income-generating activities.

Specifically, the main outcomes and impacts of ILO interventions in DRC relate to the socio-economic reintegration and educational strengthening of vulnerable populations and target groups, generation of employment and economic activities, capacity building at an institutional and policy level, policy and legal development (support to the ratification of ILO conventions and development of national frameworks), support to social security, support to social dialogue and contribution to development cooperation.

The main success factors that support the achievement of these results consist of the relevance of the interventions and capitalisation of previous results, the use of participatory approaches at all levels, the relevance of capacity building and awareness raising actions to foster the ownership of the project by the main stakeholders, and the support to tripartite approaches, among others. Nonetheless, these are hindered by the fragility of the RDC, characterised by weak institutional, governmental, administrative, legal, social and economic frameworks; the related implementation challenges; limited budgetary and human

resources; but also the lack of focus of certain ILO interventions and the risk of duplication between different institutional levels. Moreover, the lack of a long-term planning of the ILO actions and the scarce communication actions of the activities already ongoing/carried out hinder their potential effects in the country.

Various positive and negative factors also affect the sustainability of the projects results. The positive factors mainly consist of the ownership of the project objectives by relevant stakeholders, capacity strengthening, the promotion of relevant interventions, the capitalisation of previous results and the use of the RBSA as a catalyst of existing interventions. On the other hand, threats to sustainability consist of the lack of technical and financial resources, sustainability plans and follow-up actions. Regarding the gender dimension, there is little evidence of the incorporation as a main asset in the evaluated projects, with the exception of the interventions in the field of health and social protection and social dialogue.

Given the above conclusions, a number of recommendations can be formulated to ensure a stronger relevance, efficiency, effectiveness and sustainability in the country, namely:

- To prepare and disseminate long-term action plans, in order to ensure a common understanding of the ILO mandate, objectives and activities by all the interested stakeholders – including the tripartite constituents;
- To keep implementing integrated thematic and methodological approaches, ensuring the involvement of the stakeholders at all level, and an active and balanced participation of tripartite actors;
- To foster the presence of the ILO in the entire territory, in order to boost the relevance, impacts and sustainability of its interventions, in both urban and rural areas, and in all territories (both the ones that suffered countries and those that did not);
- To ensure a stronger focus on the gender dimension, embedding it in a horizontal way in all project phases and actions. Moreover, collection of sex-disaggregated data at project level should be ensured as well;
- To foster a stronger dialogue with the donors, with a clear communication of the ILO mandate and the objective to ensure the highest possible coherence between the objectives of the actors involved, in order to guarantee a higher availability of funds as well as to raise awareness on the role of the ILO in the country;
- Related to the above, to prepare a communication strategy for the ILO, providing it with the sufficient resources to ensure the dissemination of the ILO actions and results, as well as a higher visibility in the country. This is fundamental also to enhance the public image of the ILO towards the donors and potential collaborating organisations, but also to foster the ownership of the ILO objectives by relevant stakeholders in the country;
- To strengthen the human resources of the ILO office, both in terms of capacity and skills, and ensure a sufficient structure that is also known and accessible by the general public and other interested stakeholders;
- To ensure a stronger focus on sustainability, for instance through the elaboration of specific plans and exist strategies and the commitment of relevant stakeholders in all the project cycle.



As pointed out in the available evaluative evidence and by the stakeholders interviewed for this thematic evaluation, Liberia has suffered from a long period of conflict and crisis, where the two civil wars of 1989-1996 and 1999-2003 generated widespread poverty, greatly undermined national human development and caused serious destruction to the country's infrastructures. Related to this, an important part of the population is living in disadvantaged conditions (poorness, lack of access to economic opportunities, (youth) unemployment, strong relevance of the informal economy) and the opportunities to access employment are very scarce. The situation has worsened even more with the Ebola crisis. As informed by the World Bank, "The Ebola epidemic, which was first reported in March 2014, threatens to erode the gains made in Liberia's economic recovery since the end of the civil war in 2003. The Ebola Virus Disease has the potential to destroy the economy if the situation is not contained within the next few months. The economic impact so far includes the increased cost of healthcare and forgone productivity of households directly affected. In addition, the fear associated with the outbreak has considerably slowed down economic activities. The epidemic is projected to have a significant impact on Liberia's economy in terms of forgone output; higher fiscal deficits; rising prices; food security challenges, lower real household incomes and greater poverty"<sup>24</sup>.

Despite some progress in terms of post-conflict recovery, economy and political process, the situation in the country remains fragile. With a weak economic environment and poor infrastructure, (youth) unemployment is high, and the labour market has very limited capacity to absorb the labour supply. Poverty and employment issues have a gender dimension as well, since longstanding discriminatory practices are said to have given men better access to education and training opportunities than women. Moreover, as stressed also by the Liberia Labour Congress, employment in the formal sector is very low, hindering social protection and the representativeness of the social parts. Liberian social partners are rather weak, the industrial sector is still underdeveloped, and it is quite difficult to regroup micro-enterprises. Trade unions do not yet represent a critical mass since the long-lasting civil war has strongly reduced their constituency (from around 42.000 before the war to 6.000 after the war<sup>25</sup>). Moreover, notwithstanding the (democratically elected) Government's effort, the country is still challenged by limited institutional and technical capacity as well as lack of resources and equipment for effective implementation of development programmes and national reconstruction. In this context, as stressed by the Ministry of Gender, Children and Social Protection consulted, ILO a strong support is needed to exit this situation of fragility and to ensure a shift from the informal to the formal economy.

As far as employment-related data are concerned, it is important to stress that the first Liberia Labour Force Survey was carried out in 2010 with support from the ILO. This allowed to tackle a series of

<sup>24</sup> <http://www.worldbank.org/en/country/liberia/overview>

<sup>25</sup> See *Youth Employment in West Africa: Liberia Case Study*, provided by the ILO

problems related to the absence of such information before that year, and that were leading to a series of misunderstandings about labour market indicators such as employment and unemployment<sup>26</sup>.

## WHAT TYPES OF INTERVENTIONS DO WE OBSERVE?

In this section, the type of ILO interventions observed in Liberia as identified in the review of available evaluative and project document evidence is presented. In addition, the views of the stakeholders consulted in the fieldwork phase, their level of awareness regarding ILO work in the country and their involvement in ILO interventions are reported.

### Thematic focus of interventions

The available evidence shows that the ILO intervention in Liberia has covered the following areas.

In terms of thematic focus, the ILO interventions in Liberia are strongly centred around the **creation of decent employment opportunities, with a special attention to youth**. As stressed by ILO staff, “*after 2005, the ILO approach has been aiming to get Liberia back on its feet, supporting the recovery efforts, improving livelihood and setting up the institutional structures around the workers, employers and Government*”.

Specifically, the evaluative evidence relates to projects and strategies aimed at supporting **youth employment** (i.e. the Independent evaluation of the ILO's strategy to increase Member States' capacities to develop policies and programmes focused on youth employment, including evaluative evidence related to the *Disarmament Demobilization Rehabilitation and Reintegration programme*”, the *Poverty reduction through decent employment creation in Liberia programme*, the *Joint Programme for Youth Employment and Empowerment* and the *Mano-River Union project*; the Independent Evaluation of the *Multi-stakeholder Programme for Productive and Decent Work for Youth in the Mano River Union* (RAF/080/05/IDO) and the project for *Improving decent work opportunities for youth through knowledge and action-Work4Youth* (GLO/11/01/MCF).

A wider attention to the creation of decent employment opportunities for broader target groups is also ensured in projects such as *Poverty Reduction through Decent Employment Creation in Liberia* (LIR/06/50M/NET) and *Labour-based public works project* (LIR/09/01/LIR). As stressed by different interviewees, labour-intensive projects were promoted with the aim of creating important volumes of jobs in the short-term, which could then become a sustainable activity for the local communities. This was done mainly through generation of employment in infrastructure and waste-management sectors.

Special attention to **children involved in armed conflicts** is also paid in the inter-regional programme *Prevention and Reintegration of Children Involved in Armed Conflict* (INT/03/P52/USA).

In the area of **social dialogue** an intervention focused on *Mainstreaming tripartism across the Netherlands/ILO Cooperation Programme and product development for employers' and workers' organisations* (INT/06/63/NET).

### Types of interventions

ILO action in Liberia covers the following types of interventions.

#### *Skills development and employability*

- Provision of **education and training** in the form of market oriented VET, apprenticeships, community-based training for employment and income generation (i.e. YouthEmpl);

<sup>26</sup> [http://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/presentation/wcms\\_156366.pdf](http://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/presentation/wcms_156366.pdf)

- Development of supporting **tools and materials**, such as guides, manuals, modules for training sessions and training workbooks (i.e. INT/06/63/NET). As stated in this evaluation, the investment in these products “*will prove to be a wise investment for the future because of their potential to have a multiplier effect. The sustainability potential of this work is also high*”;
- **Support to employability** as an important instrument to increase youth employment and facilitate the task of young job searchers and its promotion through traditional training, skills building, on-the-job training strategies (i.e. YouthEmpl) and through the promotion of temporary jobs (volunteering schemes, internships within the enterprise corporate social responsibility...);

#### Employment generation

- **Self-employment assistance** through micro and small enterprise development, cooperatives support, business development services, provision of mentorship, business advice and information, micro financial assistance (i.e. YouthEmpl – Disarmament Programme), and support to youth-led projects and cross-border initiatives (RAF/080/05/IDO);
- Support to **entrepreneurship and enterprise creation** by financing start-up of business initiatives and by facilitating the access to business development support (i.e. for the preparation of bankable business plans, the access to infrastructure and value chains services in YouthEmpl);
- Support to **labour intensive sectors**, including the rehabilitation of socio-economic infrastructures and capacity development for infrastructure maintenance (i.e. procurement of the necessary equipment – LIR/09/01/LIR – and support to specific production fields – RAF/080/05/IDO);

#### Development and consolidation of knowledge and capacities

- **Knowledge generation** (i.e. labour market information in RAF/080/05/IDO) and research, including the implementation of extensive surveys (i.e. the school-to-work transition survey) and mappings (i.e. GLO/11/01/MCF);
- Support to **social dialogue and the tripartite action** by strengthening the capacities and roles of the tripartite constituents, through **knowledge sharing**, peer-to-peer learning and partnerships through twinning arrangements, study tours and advisory services by sister organisations (i.e. INT/06/63/NET).

### Geographical scope of interventions

ILO’s action in Liberia is delivered through a combination of national/regional and multi-country interventions.

In the case of exclusively national interventions, high relevance is observed in the proposed approaches, and this becomes even more important considering that several of the ILO interventions in Liberia are meant to boost employment and cohesion through the provision of support to labour intensive economic sectors. This is promoted in selected areas of the country, where the territorial specificities become particularly relevant.

In the case of multi-country programmes (some of which covering different continents), the management aspects cover a special relevance in ensuring the interventions’ efficiency and effectiveness. Centralised management arrangements are described as appropriate for research projects (i.e. GLO/11/01/MCF). Nonetheless, more operational interventions seem to face challenges when the geographical scope is broad. This is observed both with respect to coordination (insufficient capacity to ensure immediate solutions) and effectiveness. The main complications relate to the scarceness of resources to face the coordination challenges, the difficulties to ensure relevant and impacting actions in each area of intervention as well as to guarantee coherent approaches in the different countries. In the case of INT/06/63/NET, for instance, the project budget “did not permit extensive or in-depth activities in a given country, nor did it allow for substantial management and administrative support».

### Integration of interventions

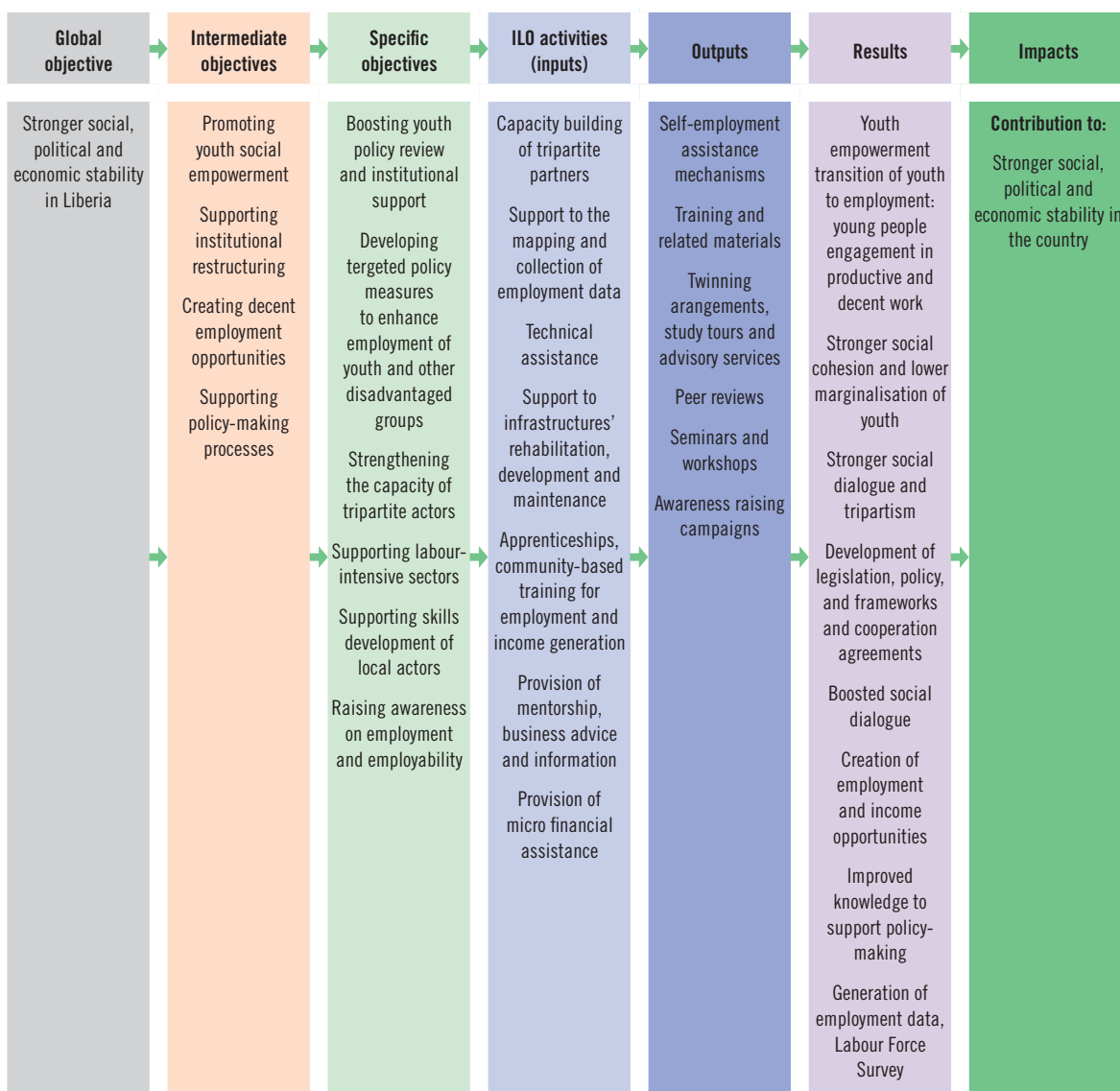
In the available evidence integration takes place as coverage of different **thematic areas**. The most relevant examples observed in the analysed projects mainly relate to:

- Comprehensive approaches linking youth employment and youth empowerment (YouthEmpl), but also gender mainstreaming and knowledge sharing (LIR/06/50M/NET);
- Support to employment, also covering aspects related to HIV/AIDS in the Workplace (LIR/09/01/LIR);
- As longer term aspects, both the issues of poverty reduction and social development, as well as political stability and security are covered by different interventions (i.e. «RAF/080/05/IDO).

The thematic integration of the intervention is supported by the approach promoted by the United Nations Development Assistance Framework (UNDAF), the common strategic framework for the operational activities of the UN system at the country level-often referred to as “UN delivering-as-one”.

### Is it possible to envisage a ToC behind these interventions?

A number of common features can be identified in the reconstruction of the logical steps of the analysed interventions, allowing to recognise some general bases for the theory of change of ILO interventions. The main causal chains and theory of change that can be identified are displayed in the figure below:



## WHAT WORKS, FOR WHOM AND WHY?

In order to provide recommendations for effective interventions in Liberia, it is essential to understand what works, for whom, and why. In this section we answer these questions on the basis of the existing evaluative evidence and the information gathered through the interviews, paying specific attention to contextual factors and conditions, as well as to outcomes related to sustainability and gender mainstreaming.

### WHAT WORKS?

The outcomes and impacts of the ILO interventions that have been evaluated will be presented in this section with an exploration of the synergies involved, the sustainability and the links to gender equality.

#### Outcomes and impact

The main impacts and outcomes of the evaluated ILO actions in Liberia relate to:

##### ■ Development of legislation, policy, frameworks and cooperation agreements

**Stronger institutional framework** in terms of capacity, resources and tools. A relevant example provided by the interviewees refers to the establishment of an employment bureau in 2009; related to this, all interviewees stressed that the **legislative, regulatory and policy settings** in the employment field have been improved, thanks to the ILO support to the Government and policy makers. The Labour Law was a key development supported by the ILO, as stressed by the Ministry of Labour, and the “Liberia emergency employment programme” and the “Liberia employment action plan” were mentioned by most interviewees as key milestones in this framework. Similarly, the recently passed “Decent work bill”<sup>27</sup> was mentioned by some stakeholders<sup>28</sup> as a further step in this process;

Moreover, a higher commitment of relevant economic actors in what related to these frameworks was supported by the promotion of agreements (i.e. Memoranda of Understanding signed between ministries and community-based enterprises) and the provision of labour statistics and market information and analysis.

##### ■ Boosted social dialogue

A developed social dialogue on employment to attain sustainable development and employability is reported. As demonstrated by INT/06/63/NET and LIR/06/50M/NET, the ILO intervention strongly supported the establishment of the current National Tripartite Committee (NTC), the consolidation of employers representation into a unified Liberia Chamber of Commerce (LCC), the consolidation of workers representation into a unified Liberia Labour Congress (LLC), and the drafting of the new labour law, the first in the world that will be known as the Decent Work Act, among others. This aspect was stressed by all interviewees as one of the most important impacts achieved thanks to the ILO support, and all agree on the fact that the **tripartite constituents now count with strengthened capacities** and they are strongly involved in the social dialogue process, taking part in national and international meetings and negotiations. A milestone for social dialogue was the MoU by the tripartite partners in 2007, facilitated by the ILO, representing a concrete first step toward the institutionalisation of effective social dialogue to assist in recovering from conflict. Related to this, **employers’ and workers’ representativeness** has been strengthened, making them more valuable to (potential) membership and allowing for a stronger influence in processes related to socio-economic and governance policies;

<sup>27</sup> <http://legislature.gov.lr/content/finally-decent-work-bill-passes-law>

<sup>28</sup> I.e. Mrs. Ina Christensen



### ■ Creation of employment and income opportunities

**Economic growth and generation of employment opportunities** by supporting labour-intensive economic and productive sectors, especially related to infrastructures and public works. As an example, progress on labour based road works was reported as remarkable; **stronger empowerment, adaptability and employability of young people (YouthEmpl)**, coherently with the Global Employment Agenda, and provision of added value to the youth employment policy dialogue in the country (GLO/11/01/MCF). As stressed by the Ministry of Gender representative, stronger attention to **vulnerable groups**, promotion of **social protection** programmes creation of a more favourable framework to address the issue of child labour; **involvement of local communities**, who benefited of direct income earning on the part of community members employed in the construction works (LIR/09/01/LIR). Similarly, this entailed skills and financial empowerment as well as strengthening of employment, self-employed businesses and income-generating opportunities at a local and community level (RAF/080/05/IDO).

### ■ Improved knowledge to support policy-making

Better information is now available on the employment context. A key development was the launch of the first Labour Force Survey in 2010. Supported by the ILO, this action allowed to obtain a more comprehensive overview on the labour market situation in Liberia and thus to boost the relevance of the policy making processes (LIR/06/50M/NET).

## Synergies

While analysing the synergies between the different UN actions in Liberia, it is important to stress the relevance of the United Nations Development Assistance Framework (UNDAF), the common strategic framework for the operational activities of the UN system at the country level-often referred to as “UN delivering-as-one”. This framework aims at providing a collective, coherent and integrated response of UN agencies to national priorities and the Millennium Development Goals (MDGs) and has contributed to foster thematic cooperation and synergies between different UN Agencies operating in the country. The delivery as one concept, in fact, is mentioned in several of the analysed evaluations.

Most of the interviewees have stressed the positive character and development of the cooperation framework among different UN agencies in the country. Specifically, ILO staff pointed out that the ILO is supported by the other agencies in its key role to promote decent work, and that this cooperation becomes particularly relevant when different agencies are addressing the same target groups, since they “*complement each other*”<sup>29</sup> (i.e. ILO supporting child protection, UNICEF covering child protection and education, and UNDP supporting infrastructure development).

According to the evaluative evidence, the adoption of a UN inter-agency approach to the main issues of the country, in certain occasions, resulted in the set-up of technical coordination thematic groups involving UN actors like the ILO, UNMIL, UNESCO, UNFPA, UNOPS and UNHCR (YouthEmpl). This led, for instance, to the development of studies between the ILO, UNIDO, FAO and UNHCR (Youth Empl – YEE) in the employment field. This joint approach is based on the assumption that an inter-agency programme for youth is likely to widen the impact in the field by enabling a harmonised, holistic approach through mutually reinforcing expertise.

Similarly, LIR/06/50M/NET actively collaborated with other UN bodies on the ground such as UNOPS (road programme to be funded by UN peace building fund), UNHCR, UNIFEM (gender programme), UNMIL (materials on road construction), UNICEF (youth), FAO (joint study on agriculture) and UNDP (on

<sup>29</sup> Mr Dennis Zulu

the national employment policy, national youth policy and LEEP/LEAP) as well as some donors like the WB, GTZ and USAID. In this framework, the ILO became the reference player in the area of employment.

In other occasions, synergies allowed to multiply the results of relevant interventions by capitalising the tools and methods and applying them to other geographical contexts. For instance, synergies permitted to carry out specific needs assessments and mappings on ex child-soldiers' reintegration in Liberia, using products delivered elsewhere by INT/03/P52/USA and through a joint effort by ILO-IPEC and UNICEF.

Nonetheless, it is important to point out that, according to evaluative evidence, the Delivery as One concept was not always ensured in the implementation of the interventions (i.e. RAF/080/05/IDO) and important weaknesses were observed in terms of coordination, as pointed out in some evaluation reports. Moreover, some interviewees also specified that this cooperation is not always visible.

### Sustainability of interventions

Aspects related to the sustainability of interventions are covered to different extents both in the project designs and the evaluation reports. Certain projects are proactive in the promotion and leverage of longer-lasting effects, while others do not cover sustainability through specific actions of strategies. Despite of this, it is possible to identify the most common and relevant aspects related to the sustainability of the ILO interventions in Liberia, mainly consisting of:

- The **institutionalisation** (within ILO and in the country) of youth employment policy activities, focusing on aspects like the generation of youth employment indicators and the youth employment policy dialogue;
- The support to (youth employment) **policy implementation** through capacity building and provision of policy tools, training modules, guides and other materials with a potentially multiplier effect (i.e. GLO/11/01/MCF and INT/06/63/NET);
- The support and **capacity building** of tripartite actors, in order to strengthen and consolidate social dialogue so that they can continue as a strong voice for social partners;
- The identification of project impact and lessons for **knowledge sharing, up-scaling and/or replication**. In LIR/06/50M/NET, a concept paper for project up-scaling was developed to apply for possible funding by other donors. Another action is the establishment of effective monitoring and reporting system for subsequent use in other projects and activities (LIR/06/50M/NET). This is especially relevant for multi-country projects (i.e. INT/03/P52/USA);
- The support to the **ownership** of project initiatives by relevant actors (LIR/09/01/LIR), including both policy makers and local communities. Relevance of project interventions to the socio-economic development aspirations of stakeholders play a vital role towards eliciting broad-based support and quick “buy-in” of project objectives. Sustainability is better ensured when the objectives of the project are relevant and strategically in line with the overarching goal of the Government of Liberia (LIR/09/01/LIR). Similarly, local communities tend to be willing to mobilise local resources as long as they see the value of project activities to their livelihood needs. An illustrative example provided by ILO staff refers to the road maintenance works, that not only allowed to reinforce local communities' capacities in the field of road maintenance, but created the basis for an involvement of other stakeholders in these actions. This is the case, for instance, of the implication of the Ministry of Public Works in supporting these interventions from a financial perspective;
- The capacity to **leverage financial resources** to boost the continuation of certain activities. As pointed out by certain interviewees, a fundamental process for ensuring sustainability relates to ensuring the provision and availability of both national budget as well as financial support from other donors. According to ILO staff, “*Liberia has been a shining example*” since it counts with an important support structure, where “*the government is also involved in lobbying with donors to get additional funding*”;

- **Mainstreaming** of project initiatives in government policies and budgets (LIR/09/01/LIR) and
- Attention to **communication** to generate support from and networking with relevant stakeholders (RAF/080/05/IDO).

Nonetheless, some difficulties are also being encountered in terms of sustainability. As mentioned by different interviewees, the high turnover and scarce capacity to retain high-level officials in their posts negatively affects the capacity building processes at a ministerial level, and implies a multiplication of efforts to create a stable and not volatile knowledge base and capacity.

### Gender equality

Like in the case of sustainability, also the gender dimension is tackled to different extents in the interventions that have been evaluated. In general terms, a good level of attention to this principle is ensured in most projects and has been confirmed by different interviewees. According to the available evaluative evidence, the main actions correspond to technical support and **gender awareness training** to project coordinators and social partner affiliates in order to ensure the mainstreaming of gender issues into all aspects of the programme and beyond, including the delivery of **briefings** on gender quality as part of the project (INT/06/63/NET).

Similarly, the ILO has been providing **institutional support**, especially by facilitating the gender mainstreaming process and supporting the collection of **sex-disaggregated data** for project activities. This has also been put into practice through the establishment and advertisement of a **National Gender Network** of Liberia, which was still operational at the time of the evaluation.

Moreover, ILO has also ensure direct support to local actors, especially by providing business management training and access to credit for women, in order to boost the development of **female operated businesses**.

Nonetheless, the evidence point out as well a number of **weaknesses** related to the coverage of the gender dimension. In some occasions, the promotion of gender equality among employers' organisations was not successful. In others, the definition of project outputs and their **indicators** which is non gender-specific (LIR/06/50M/NET) made it is difficult to determine the extent to which gender has been mainstreamed. Moreover, in other projects, the **specificity of the sector** of intervention can have hindered the inclusion of women. This is the case, for instance, of "male-dominated" sectors, such as road construction and maintenance activities.

### FOR WHOM?

Different types of activity are typically linked to target groups at different levels. Three main clusters of beneficiaries and related interventions can be distinguished, as presented in the sections below.

#### Support to high-level stakeholders

Here, target groups are ILO constituents at member State level and policy makers. According to the evaluative evidence and interviewees' comments, interventions targeting these stakeholders mainly consist of:

- Provision of **knowledge** and information (i.e. survey results), on-the-job training (LIR/06/50M/NET), technical assistance and **capacity building** to policy makers, National Statistics Offices (GLO/11/01/MCF), Ministry's Engineers & Technicians (LIR/09/01/LIR) and employment services as means for facilitating youth transition to employment (Youth Empl), social dialogue, collective bargaining and advocacy (INT/06/63/NET) and policy formulation (LIR/06/50M/NET). As stressed by the interviewees, important support has been provided to the Ministry of Labour staff to build their capacity

around labour law, administration, inspection and employment, “*in order for them to undertake the work according to their mandate*”<sup>30</sup>;

- Support to the Government in **policy making** in terms of awareness raising and technical capacity, like in process to update the Labour Law and involvement of the Government in **project formulation** so to foster its participation, ownership and willingness to provide conceptual inputs and identify additional resources (Youth Empl – YEE);
- Support to policy makers in fostering the **matching** of labour supply and demand, linking job-seekers to employers;
- Strengthening **information and research** capacities of stakeholders to support policy formulation and groundwork for social dialogue, for instance through the launch of a first labour force survey; and
- Technical and financial support to the **creation and regular functioning of national structures**, such as the National Bureau of Employment.

### Support to intermediate stakeholders

This includes communities active in the areas of labour protection such as professionals and practitioners, workers’ and employers’ organisations, NGOs and technical staff. The interventions include the provision of advice and support to develop and apply strategies and programmes, and the delivery of training courses. Relevant examples identified in the analysed evaluations are:

- Support and technical assistance to **workers’ and employers’ organisations** to improve their capacities, functioning and effectiveness (INT/06/63/NET) through membership drives; SWOT and strategic planning; study tours to sister organisations with more experience; review of management systems and processes; provision of training in lobbying; and capacity building in labour issues;
- **Capacity building** and support to the tripartite constituents, in terms of strengthened negotiation and planning skills;
- Related to the above, and as stressed by some interviewees, **operational support** to workers’ and employers’ organisations and provision of **financial support** for the office equipment and building, as part of the process of the reconstruction of the economic and institutional fabric after the conflicts;
- Support to cooperation and **partnerships between competing workers’ organisations** in order to build solidarity and to create joint platforms for action;
- On-the-job training and strengthening of **negotiation** skills of tripartite partners (LIR/06/50M/NET);
- **Grants** to youth organisations for innovative ideas that would lead to employment (RAF/080/05/IDO)
- **Training of trainers** through study tours and adoption of the “supported apprenticeship” model, by which the entrepreneur/trainer receives equipment and training materials, against the acceptance of taking in a group of trainees for a specified period of time (RAF/080/05/IDO); and
- Involvement of large enterprises with a view to promote jobs for youth (RAF/080/05/IDO).

### Support at local level

Target groups include actors at a local level, including employers, workers and their communities. Interventions focus on the provision of vocational training and technical support to individuals to launch their own business and/or to gather in cooperatives. Similarly, they can refer to particularly disadvantaged groups such as ex-soldiers and people working in the informal economy/in particularly dangerous economic sectors. Examples of concrete actions and beneficiaries are:

- Specific support, training, capacity building and job placements for **young people** in entrepreneurship skills development (RAF/080/05/IDO) as well as specific sectoral skills (i.e. construction, tailoring

<sup>30</sup> Mr Dennis Zulu

and others), including the provision of career counselling, apprenticeship, job placement and self-employment, assistance and on-the-job and vocational skills training based on job opportunities to (young) ex-combatants (YouthEmpl – Disarmament Programme);

- On-the-job training of associations and small-scale **entrepreneurs** (LIR/06/50M/NET);
- Technical support and training, also using **labour based methods**, to technicians/engineers, micro enterprises, project workers and implementers, small-scale local contractors, community based organisations, microenterprises and city officials. The training consisted of both sector-specific as well as organisational and management related training, increasing the technical knowledge as well as the business knowledge and skills of the beneficiaries;
- Promotion of **integrated interventions at a local level** to support the creation of employment and economic opportunities for the local community through the enhancement of the productive fabric. As a relevant example provided by the interviewees<sup>31</sup>, the involvement of a Local Council in Monrovia allowed to launch a waste collection and recycling project in that area, that contributed to strengthen the technical capacity of the local population to work in that sector while creating employment opportunities for (young) people. Similarly, the promotion of fishing practices in the Cape Mount area allowed to support rural communities and to empower them with livelihood skills, while boosting the local economic growth and the commercial connections with urban areas. Another relevant example provided by interviewees relates to the involvement of local communities in road construction and maintenance works, as a way to create immediate employment opportunities while ensuring longer-term employment perspectives and boosting the economic growth of those territories through their better connectivity to urban areas; and
- Training provision to associations and their members in **advocacy and lobbying** skills.

## WHY?

In this section, we present key success factors and the most common challenges of ILO interventions in Liberia, emerging from the available evaluative evidence.

### Success factors

The most effective factors and mechanisms that can be identified as successful in ILO interventions in Liberia, and that have been confirmed by most interviewees, mainly relate to the following typologies:

- **Relevance** of the promoted interventions with respect to the national policy framework (i.e. national strategies in the employment field, like in LIR/06/50M/NET), to the ILO recommendations (GLO/11/01/MCF), as well as to the socio-economic development aspirations of stakeholders, ensuring the “buy-in” of project objectives;
- Immediate **use of projects’ products** for the implementation of the following project activities, i.e. the results of the school-to-work transition survey that were used for policy dialogues almost immediately after their availability (GLO/11/01/MCF);
- Application of the “**Delivery as One**” approach promoted by the United Nations, fostering synergies and the relevance of the actions in the bigger picture of the UN interventions in the country;
- Use of **comprehensive and integrated approaches** to youth empowerment as a way to tackle the threatening potential for security, stability and peace, represented by a high level of unemployment (YouthEmpl). This is often done through the thematic integration of different areas of intervention, ensuring the application of coherent and transversal actions (i.e. training) throughout all programme components LIR/06/50M/NET);

<sup>31</sup> Mr. David Sackoh, Mr Dennis Zulu and Mr. George Saah, among others

- Use of **pragmatic approaches** of capacity building through learning by doing and on-the job training (i.e. LIR/06/50M/NET). Experimental learning (i.e. through study tours and site demonstrations) is an effective way of fast-tracking stakeholders' knowledge acquisition, attitude change and capacity building;
- Use of **sectoral approaches** for the promotion of employment, especially in labour-intensive sectors, critical sectors in need of innovation and sectors with highly promising occupational perspective (i.e. LIR/09/01/LIR). Moreover, specific **communication activities** to provide information, disseminate relevant tools and enhance communication and networking between the main stakeholders;
- Use of **participatory and community-based approaches**, ensuring the community and employers organisations' participation in the planning of activities (Youth Empl – YEE, INT/06/63/NET) and their ownership of the project objectives. Fostering stakeholders' consultation and involvement during project design and implementation is key to ensure ownership and to enhance project sustainability. Complementarily, support to **partnerships and cooperation** among actors and institutions, envisaging collaboration in the programme's implementation strategy (i.e. LIR/06/50M/NET);
- **Leveraging funds and cost-sharing**. For instance, in some multi-country projects (i.e. INT/06/63/NET) the national project officers or activities were funded through cost-sharing. Moreover, as stressed by some interviewees, a common commitment of the ILO and national stakeholders has ensured the financial support both at a national (i.e. Ministry of Public Works for those projects related to road infrastructure) and at an international level (i.e. multilateral organisations and donors). Additionally, use of ILO **Regular Budget Supplementary Account** to further support specific aspects of the interventions (YouthEmpl), as a flexible form to target specific issues;
- Good **technical preparation** of the project team (LIR/09/01/LIR) in terms of project implementation as well as knowledge sharing and collaboration with other partners; and
- Relevance of **training of trainers** and use of existing **SME entrepreneurs as trainers** for the local community and stakeholders as a way to ensure the relevance of training to local markets.

### Challenges and barriers

Some of the challenges for project implementation, efficiency and effectiveness are due to **contextual factors**, such as the low level of awareness and capacity of the social partners on youth employment, the post-crisis environment and a series of factors deriving from the fragility of the socio-economic and institutional context – and clearly the recent Ebola outbreak.

Moreover, a number of weaknesses related to the ILO actions have been highlighted by the evaluations and the interviewees. Hindering the efficiency and effectiveness of the analysed interventions, they mainly consist of:

- Weaknesses in the (time) **planning of the intervention** (GLO/11/01/MCF) and delays in programme delivery. In some occasions, the administrative practices of the UN agencies impacted on efficient delivery and led to delays. This affected also aspects like project staff hiring, that was not coordinated, was delayed, and delivered with short contract offers;
- Difficulties of the UN agencies and ILO **internal coordination**, organisation and management as well as difficulties in providing technical backstopping and ensuring continuity (i.e. YouthEmpl and YEE);
- Regarding **external coordination**, difficulties in the **concrete implementation of the UN Delivery as One** and Inter-agency approach due to limited capacity and the tendency still to carry out stand-alone components. Similarly, scarce coordination of the multiple actors involved in the project (LIR/06/50M/NET, RAF/080/05/IDO) and poor collaboration by certain actors due to a limited understanding of the project objectives and strategy;
- **Operational difficulties** related to the limited long-term commitment of relevant stakeholders for the implementation of the policy frameworks, such as the employment policies. As stressed by some

interviewees, this is hindered by the high level of turnover at a governmental level, and the related changes in policy priorities;

- **Limited budgetary, human and material resources** and insufficient administrative/logistical support. In this respect, as also stressed by consulted UNICEF representative, the ILO seems to lack of a long-term financial framework, which would allow to carry out longer-term strategies and planning;
- Related to the above, **absence** of a comprehensive and rigorous **logical framework**, detailed implementation plans and a precise division of labour among the different actors in management and implementation. This creates a situation of uncertainty also on aspects related to the project complementarity and alignment with other initiatives (INT/06/63/NET);
- **Lack of risk analysis** and assessment systems (LIR/09/01/LI); and
- **Broad targeting of groups**, increasing the complexity of the interventions (RAF/080/05/IDO) and implying different levels of ownership by stakeholders.

## WHAT WORKS AND WHY: A SUMMARY

The review allowed the identification of a number of success factors and challenges that are presented here below regardless of the specific thematic area, type, size or scope of the analysed interventions.

Success factors	Challenges
<ul style="list-style-type: none"> <li>■ <b>Relevance</b> of the promoted interventions;</li> <li>■ Immediate <b>use of projects' products</b>;</li> <li>■ Application of the "<b>Delivery as One</b>" approach;</li> <li>■ Use of ILO <b>regular budget supplementary account</b>;</li> <li>■ <b>Comprehensive and integrated approaches</b>;</li> <li>■ <b>Pragmatic approaches</b> of capacity building and learning;</li> <li>■ <b>Sectoral approaches</b> for the promotion of employment, especially in labour-intensive sectors;</li> <li>■ <b>Participatory and community-based approaches</b>, ensuring participation and ownership;</li> <li>■ Support to <b>partnerships and cooperation</b>;</li> <li>■ <b>Leveraging funds and cost-sharing</b>;</li> <li>■ Good <b>technical preparation</b> of the project team;</li> <li>■ <b>Flexibility</b> and interventional nature of ILO actions;</li> <li>■ Relevance of <b>training of trainers</b> and use of existing SME entrepreneurs to train the local community; and</li> <li>■ <b>Communication activities</b> to provide information and enhance networking between stakeholders.</li> </ul>	<ul style="list-style-type: none"> <li>■ <b>Contextual factors</b>, such as the low level of awareness and capacity of the social partners on youth employment, the post-crisis environment and factors deriving from the fragility of the country;</li> <li>■ Weaknesses in the (time) <b>planning of the project</b>;</li> <li>■ Difficulties of the UN agencies and ILO <b>internal coordination</b>;</li> <li>■ Difficulties in the <b>concrete implementation of the UN Delivery as One</b> approach and scarce coordination of the multiple actors involved in the project;</li> <li>■ <b>Operational difficulties</b> related to the limited long-term commitment of relevant stakeholders;</li> <li>■ <b>Limited budgetary, human and material resources</b>;</li> <li>■ <b>Absence</b> of rigorous <b>logical frameworks</b> and detailed implementation plans;</li> <li>■ <b>Lack of risk analysis</b> and assessment systems; and</li> <li>■ <b>Broad targeting of groups</b>, increasing the complexity of the interventions.</li> </ul>

## CONCLUSIONS AND RECOMMENDATIONS

ILO actions in Liberia are mainly centred around the spheres of decent (youth) employment and social dialogue and, overall, they are highly relevant to the stakeholders as well as the contexts of intervention.

On the employment side, special attention is paid to the issues related to youth unemployment and to the socio-economic (re)insertion of youth in the local communities through their involvement in labour-intensive sectors. Specific activities and training are provided in concrete fields, such as public works, infrastructures and construction works, implying important impacts in terms of employment creation, economy enhancement, involvement of local economic actors such as cooperatives and SMEs, and the creation of better contextual and economic conditions for the local communities. In these cases, a strong territorial characterisation is also observed, and this justifies the existence of projects with a regional and/

or national geographic focus. On the other hand, multi-country projects also exist. Despite the highly ambitious objectives, the knowledge sharing activities and complexity of projects, they often present implementation problems related to the scarce internal and external coordination.

Employment-related projects, in order to be successful and able to create decent work opportunities for their target groups, need to count with a favourable and supporting context. In this respect, ILO actions in Liberia have been particularly successful in accompanying the creation and enhancement of the policy context related to employment, as well as to foster social dialogue and strengthen the capacities of the tripartite actors. The projects have achieved important results and progress, ensuring skills empowerment, employment creation, income generation and poverty reduction, as well as a stronger social dialogue.

Moreover, special attention is paid to aspects such as sustainability, the gender dimension and the “Delivery as One” approach of the UN. Although the performance in these three aspects varies according to each analysed intervention, it is important to stress that the gender aspects are covered in most of them. Sustainability is mainly ensured through capacity building, strong stakeholders’ ownership of the project objectives and, in some positive examples, the projection of the project actions beyond its duration (i.e. foreseeing the capitalisation of the tools created as well as the leverage of additional funds). On the other hand, the Delivery as One approach is fulfilled only in certain cases, ensuring the thematic integration of a number of policy areas, but still presents an important room for improvement.

Related to the above, the main constraints and challenges for the interventions mainly consist of internal and external coordination and organisational aspects, as well as to the level of capacity of the stakeholders involved in project implementation. These challenges increase in the case of complex projects covering different components and territories.

Despite of these main challenges, the application of participatory and inclusive approaches, as well as the provision of capacity building to tripartite constituents and actors from the local community have been pointed out as crucial aspects for the success of the projects.

On the basis of the above and of the main typologies of recommendations formulated in each project evaluation, a number of common recommendations can be formulated, and namely:

- Ensure clearer coordination and leadership in order to boost the ownership of the process by all the stakeholders involved in project design, coordination and implementation;
- Carry out monitoring of the policy dialogue and the related project actions, in order to identify the impacts of the interventions on youth employment;
- Ensure that the knowledge generated through the projects is made available to other interested stakeholders, included research institutions;
- Continue supporting social dialogue, not only through advice and capacity building of the constituents, but also supporting the decentralisation of the social dialogue structure throughout the country, providing the social partners and other stakeholders at the regional, sectoral and enterprise levels with a forum for regular consultations on issues of common interest;
- Intensify capacity building and training (especially for local contractors and community groups), given the huge demand and the need enhance effectiveness and sustainability of project activities;
- Ensure a better application of the “Delivery as One” concept, to be followed up at a higher management level in the involved agencies;
- Support a stronger presence of the ILO in the country, enhancing its capacity both in terms of financial and human resources; and
- Avoid overly complex interventions and to ensure a more focused geographical and/or thematic scope, also in terms of target groups.





According to information reported in the available evaluative evidence about ILO intervention in Rwanda and based on the findings of fieldwork, the country is characterised by a fragile institutional, socio-economic and political context, degraded administrative, governmental and institutional structures, a strong presence of the informal economy, limited security and logistical and communication difficulties. Rwanda is a post-conflict country which "has achieved impressive progress since the 1994 genocide that killed approximately one million people. The country moved to rehabilitate devastated infrastructure and restore social norms, and has embarked on an ambitious development strategy seeking to transform the country from a low-income, agriculture based economy to a knowledge-based service economy by 2020"<sup>32</sup>.

Despite the important improvements, different vulnerable groups are still experiencing particularly complicated situations. This is the case, for instance, of migrant workers (who may not be entitled to the same benefits as nationals even if they work in the formal economy), young people (lacking of decent work opportunities), child-soldiers and women (lack of gender equality and women participation in socio-political life). In this uncertain environment, some of these groups are also exposed to the risk to return to violence and open-conflict.

As stressed in the East African Community Decent Work Programme for the period 2010-2015, Rwanda's priorities to the enhancement of decent work are mainly focused on youth and women employment creation, extension of social protection and enhancement of capacity for social dialogue.

Interviews with the Ministry of Public Services and Labour confirmed that critical post-conflict challenges were for people to gain work and to understand how to promote private sector growth in order to create job opportunities and reduce unemployment in the country. There were many orphans and widows who needed care and support and youth who needed something to do – "they needed to lead and guide people, after the low point of the genocide". Youth employment in particular was a major challenge. Rwanda was also closed to regional cooperation and education was also limited to the few. This translated into limited capacity to work and a limited entrepreneurship culture, and a limited private sector.

There was also a need for people to come together and for social dialogue, after the genocide, and to understand their rights; this is seen as being important for preventing civil strife in the future, as well as (in terms of the labour market) important for helping to bring prosperity through maximising productivity and private sector growth, and avoiding conflict in the workplace. However, between 1990 and 2003, which was a period of war and instability, there was trauma and lack of freedom of expression, with people being afraid to say what they felt. Specifically they didn't have a lot of experience organising

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<sup>32</sup> World Bank, *Rwanda: From Post-Conflict Reconstruction to Development* <http://siteresources.worldbank.org/IDA/Resources/ida-Rwanda-10-02-09.pdf>

workers or mechanisms to allow employees to interact with employers; they didn't have collective bargaining agreements on a widespread scale (this developed in one tea company) and the concept of tripartite was unknown, for example the role of each party in increasing productivity and reaching consensus (despite this being key to solving different challenges in the view of one private sector stakeholder). There was therefore no culture of social dialogue, with workers making no decisions and having no voice. The genocide was also a major contributor towards child labour; the government therefore also needed a policy to help reduce child labour and for child protection.

The promotion of employment fit with the Government's vision 2020, which is focused on reducing poverty. Once Rwanda had signed the employment convention, this was the trigger to strengthen their employment policies, laws and measures, from 2004. However they "were starting from scratch", and had no real institutions. Whilst the government took the initiative, since Rwanda had a strong relationship with ILO since 1962, it was natural that after the genocide they should seek the help of the ILO. They also needed the help and assistance of the ILO to organise workers.

Since then, business initiatives attracting new investors and boosting the private sector have helped to create new jobs, and an expanding finance sector helps with investment. They have also joined the East Africa block. Education has expanded slowly, and modern TVET. District level youth centres have also been established supported by the government and the UN, using an integrated approach based upon sport and culture to attract youth, skills development as the main focus, and also health and civic education (centre in Kigali attracts 500-1000 youth per day), which help to prepare youth for the labour market. But challenges remain including unemployed graduates – 80% of the population is under 35, but the economy cannot generate enough jobs to absorb new entrants in the labour market (especially outside the agriculture sector). Many young people do not have appropriate skills, and national policies are not always coherent (e.g. information). Even today, Rwanda is said to be less far less advanced than other East African countries in terms of labour rights and the trade movement.

Social protection in Rwanda is very much focused on social assistance (public works for the able bodied and direct assistance for those who cannot work) rather than insurance. Not all household members are covered by health insurance.

In this context, ILO has carried out a number of interventions in Rwanda that cover various thematic areas and are of different types.

## WHAT TYPES OF INTERVENTIONS DO WE OBSERVE?

In this section the type of ILO interventions observed in Rwanda are illustrated, including the thematic focus of the interventions, the different types of activities carried out, their geographic scope and degree of integration, based on the available evaluative evidence and the information provided by the stakeholders consulted.

### Thematic focus of interventions

ILO interventions in Rwanda in the last 10 years have focused on the following areas.

- In the area of **social security** projects aimed at extending or strengthening social security are observed, for example *Extending social security to African migrant workers and their families – RBSA Evaluation* (RAF/08/02/RBS) and *Strengthening financial governance of social security in Africa – RBSA Evaluation* (RAF/10/02/RBS).
- In the area of **social dialogue development** is included the *Programme to promote social dialogue in francophone Africa BIT-PRODIAF-Phase III* (RAF/08/12M/BEL)
- In the area of **employment generation** and **poverty alleviation** the interventions aimed at strengthening the cooperatives can be observed (*Cooperative facility for Africa (COOPAfrica)* (RAF/06/53/

UKM) and *SYNDICOOP – Poverty Alleviation for Unprotected Informal Economy Workers through Trade Union – Cooperative Joint Action* – (RAF/04/52/NET).

- A number of additional other areas covered by ILO interventions are **social protection** (*Support of the Regular Budget Supplementary Account (RBSA) to the CPO of selected countries relative to social protection during the biennium 2010-2011* (RWA127)), **HIV/AIDS and the world of work** (*Responding effectively to the HIV/AIDS epidemic in the world of work: Country programmes – Final Evaluation* (GLO/12/63/NOR)), **reintegration of children involved in armed conflict** (*Prevention and reintegration of children involved in armed conflict: an Inter-Regional programme – Mid-term and Final Evaluation* (INT/03/P52/USA)), **youth employment** (*Youth employment Network YEN / SIDA Project* (INT/06/06/SID)), **production of evidence to support policy making** (*The law-growth nexus: A mapping of labour law and MSE development in Sub-Saharan Africa* (RAF/08/01/NAD)).
- An additional intervention that is worth to mention regards the participation of ILO in *Rwanda One UN Fund* (RWA/11/01/OU), the pilot programme of UN to enhance coordination between UN agencies to “act as one” to achieve development priorities set for the country.

## Types of interventions

According to the available evaluative evidence and based also on the stakeholders’ views, the main typologies of interventions promoted by the ILO in Rwanda consist of:

### Capacity-building

Activities of this type appear to be quite popular in ILO interventions in Rwanda. In this area the following interventions are included:

- Education programmes, training courses, skills development, pilot actions for the design and implementation of strategies, normative frameworks, sector policies and strategic plans (good practices, understanding of legal requirements for policy reforms, parameters for policy formulation and implementation mechanisms), in different thematic fields such as youth employment, HIV/AIDS at work, social dialogue and the fight against poverty, among others (these points are common to all projects).
- Capacity building through information, guidance and tools for the negotiation of bi- or multi-lateral agreements (i.e. social security, RAF/08/02/RBS);, social dialogue and organisational support and management);.
- Promotion of **knowledge sharing** (i.e. exchanges and visits) and the operationalisation of partnerships (i.e. in youth employment, poverty alleviation) – such as in RAF/08/02/RBS

### Studies, research and data collection activities

Activities of this type include the following:

- **Generation and systematisation of knowledge** (i.e. social security) and related improvement of data collection and evidence generation systems to better inform policy and strategic planning (i.e. RWA/11/01/OUF);
- Production of **reports**, guide and training materials, courses and workshops, databases (i.e. RAF/08/01/NAD and RAF/04/52/NET);

### Technical advice

- Technical and organisational support to **cooperatives** and entrepreneurship to generate and sustain new businesses and jobs (i.e. RAF/06/53/UKM and RAF/04/52/NET);

- **Promotion** of policy priorities (i.e. HIV in the world of work and the ILO conventions) from the international to the national level and support to the formulation of related strategies (RAF/08/02/RBS).

The stakeholders' views validate the findings of the evaluative evidence.

A major focus of the ILO's work, 10 years after the end of the conflict, was the promotion of employment and the concept of decent work specifically through providing **capacity building** for the development of Rwanda's employment policy and programme. The Policy was approved in 2007 following multiple consultations, and covered a range of demand and supply side priorities including the promotion of private sector growth and entrepreneurship (access to finance, education etc), active labour market measures (TVET, life skills), agriculture, labour intensive programmes, labour administration (including labour laws to ensure that both sides are well supported and people know about their rights, access to compensation etc) and social protection. Training was then provided to help civil servants to understand the policy and put tools in place (e.g. social security processes, dialogue, insurance, labour inspection).

The contribution of the ILO involved providing funding, **guides** and expert consultants to help develop the policy (principally ILO staff from Cameroon's decent work country team with the Geneva HQ providing quality assurance), **share knowledge** and influence local conventions. ILO also provided training of ministry staff, conferences and workshops "to understand the bare minimum", and training for union staff to understand their roles.

It should be noted that between 1993 and 2004, the ILO did not have an office in Rwanda. From 2004, the ILO supported Rwanda through the Prodiap programme in central Africa, which provided **capacity building** through information, guidance and tools for social dialogue. Following this Rwanda developed a Labour National Council (2008), a consultative mechanism only to inform policy, which were not in existence at sector, company or enterprise levels.

It was noted elsewhere that the ILO (alongside NGO Winrock International) are also today the biggest contributors towards addressing child labour issues, through **awareness raising campaigns** for Ministry staff and locally, organising meetings, providing training and partnering on study **reports**. This followed ILO support for a survey of child labour 2007-08, "which was a wake-up call" (i.e. generation of knowledge), through generating **data**, as well as the trans-national project 'Prevention and reintegration of children involved in armed conflict', covering seven countries including a small Rwanda component (USD 328,000), 2004-07. This was implemented by local partners, and was used to identify a group of stakeholders with whom they could work with on this issue (i.e. UNICEF), who formed a consultative committee on child labour, before working later with trade unions and the private sector (i.e. **partnerships**). The committee drafted a terms of reference, and this turned into the National Committee on Child Labour. Most recently, the ILO helped the government to develop policy measures and a five-year action plan, including increasing the minimum working age to 16, and monitoring and punishing of enterprises (IPEC project).

Currently, a new ILO initiative is aiming to improve **coordination of employment policies and programmes** at a government level, involving different tools to mainstream employment in government strategies – specialists were brought in to train 10 permanent secretaries, who then came up with recommendations. This involves for example looking at fiscal and monetary policy, and how it can support job creation. The government aims to create 200,000 jobs, and so they are investigating together where the opportunities are.

Specifically, stakeholders also confirmed that ILO has been involved in more local level **entrepreneurship activity** to help generate new businesses and support youth employment. For example ILO developed/transferred entrepreneurship training modules, and began training trainers from 2008 across Rwanda's youth centres.

Currently, ILO is also coordinating one of the biggest joint programmes (youth and women employment) under Rwanda's UN Development Assistance Plan and the One UN Fund (ILO is also active in the social

protection programme, led by UNICEF, and in HIV). This involves support for enterprise development, access to finance and market linkages, working mostly with the government and also the implementing partners (e.g. the Business Development Fund, or BDF: a government fund which provides loan guarantees to SMEs and business services at a district level via local centres<sup>33</sup>) and the national employment programme. This draws on an ILO package (SIYB: Start and Improve Your Business). Enterprise development training will be provided locally through BDF centres, to ensure that it is part of a comprehensive package of support, and focused again on the training of trainers (similar to the previous programme of training provided within youth centres, although this time ILO will be training independent consultants). Due to ILO's capacity limitations as a technical assistance agency, they will only be able to train 20 trainers at a time, and this takes one month in one location. As part of this, the trainers train youth and are assessed, and then are certified to use their skills in centres, for example as part of NGO projects. 70 will be trained in total.

There is also a vocational skills training component for those who are ready to enter work. ILO will work with the Workforce Development Authority who are in charge of vocational training, colleges, TVET etc. Finally, ILO is also working in partnership with Rwanda's private sector representative body/federation, and funding a programme aimed at job creation that involves signing up employers to guarantee youth work placements (around 400 placements per quarter), and which can lead to a permanent job or else develop transferable skills. They partner with TVET colleges and universities to funnel youth into the relevant placements.

In terms of the UN's Joint Programme on HIV, ILO is supporting the implementation of HIV programmes and services in the workplace, and supporting the mainstreaming of HIV within the labour laws, to discourage discrimination and stigma in the workplace (which is said to be 'an unspoken problem'). This is considered to be relevant to the mandate of ILO, and that they are best placed to address it.

### Geographical scope of interventions

Various of the analysed evaluations focus on multi-country initiatives, often with a wide geographical coverage. Only in a limited number of cases the evaluative evidence focuses on the specificities of each country, while the evaluative evidence tends to refer to the interventions as a whole.

Most of the multi-country initiatives cover different states in Sub-Saharan Africa (i.e. RAF/08/02/RBS, RAF/10/02/RBS, RAF/08/01/NAD, RAF/06/53/UKM, RAF/04/52/NET), while others have an even wider scope (i.e. INT/06/06/SID, 21 Lead Countries including 8 in Africa).

If on one hand multi-country strategies allow to generate synergies, on the other they need to be supported by a sufficiently localised structure in order to ensure their effectiveness, and they need to ensure the conditions for a high relevance in each country. In INT/03/P52/USA, for instance, a great flexibility was ensured in the programme design in order to take into account the variety of national contexts. This was done by using a "menu of model interventions" from which each country could choose those approaches most appropriate to its situation. Nonetheless, this is not ensured in all analysed interventions and in some occasions the broadness of the geographic approach may hinder the interventions' relevance to the specific country needs.

Capacity building for the development of Rwanda's employment policies has operated primarily at the national level, with support for ministry staff to develop, understand and implement the policies. Below this, Rwanda has 30 districts and each has been assigned a local labour inspector (all said to still be in

<sup>33</sup> 70% guarantee when individual goes to bank, with individual finding the other 30%. They were losing money, so now looking at business planning more robustly.

operation today). Through the current youth and women's employment programme, there is an emphasis from the government on decentralised implementation across the country, for example via BDF centres.

### Integration of interventions

The evaluative evidence shows a frequent adoption of multi-thematic and integrated approaches of the analysed interventions. RWA/11/01/OUF, for instance, builds on the integration of actions in the fields of social security, governance, HIV and AIDS, Health, Population and Nutrition, Education, Environment, Sustainable Growth and Social Protection. If this case is particularly outstanding for the thematic interrelation of the actions, more frequent examples can be found in terms of actions combination in the fields of entrepreneurship, cooperative creation, education, social security and poverty reduction, especially for disadvantaged groups (i.e. RAF/10/02/RBS, RAF/06/53/UKM, RAF/04/52/NET, and INT/03/P52/USA in the specific case of ex-soldiers, among others). Similarly, the actions in the field of HIV and AIDS in the world of work tend to focus on aspects of gender as well (GLO/12/63/NOR).

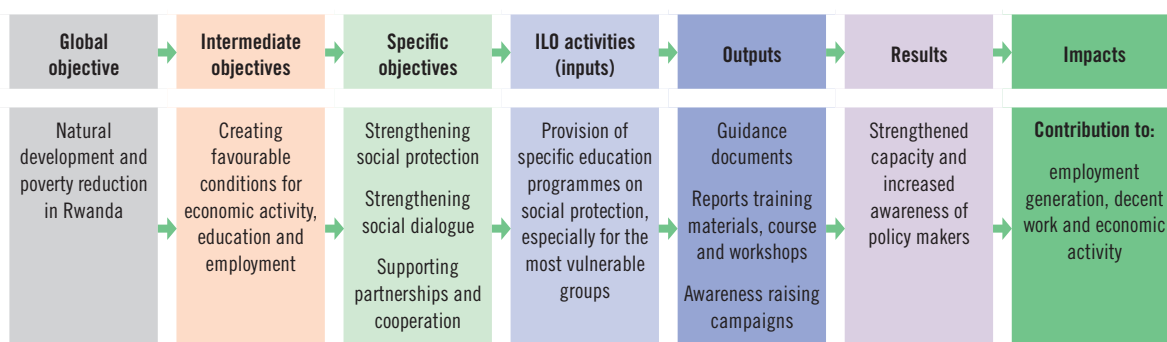
Programmes need to be carefully coordinated “to support sustainable change and avoid implementation chaos”. A number of stakeholders commented on how the focus on labour administration/laws has complemented the employment promotion component of the employment policy. In turn, the child protection policies introduced were supported by Rwanda's education for all agenda and drive to keep kids in school and help others to understand importance of this. The current youth and women's employment programme is closely integrated with the government's employment policy, and operational integration is to be achieved through delivery through local BDF centres.

More specifically, Rwanda is currently operating under the **One UN framework**, as one of 8 pilots. Countries define their own development priorities, and then come together as UN agencies under the Development Assistance Plan (2013-18). Rwanda's Vision 2020 is underpinned by the five year strategy and plans, with three pillars of development assistance (economic, governance and humanitarian). Under this they then develop joint programmes. The UNDP fully reflects government priorities and its Economic Development and Poverty Reduction Strategy (EDPRS). This is the key document guiding economic and social development in the country and budgetary decisions, with strong government commitment.

However, the evidence of linkages between employment and social protection interventions is less strong. Nonetheless social protection is said to support one of the big priorities in the EDPRS, rural development, for example through public works schemes. UNICEF in turn works to help ensure that child labour is avoided. There is also a social protection working group, on which ILO is quite active, which governs and coordinates across agencies and donors (including DFID).

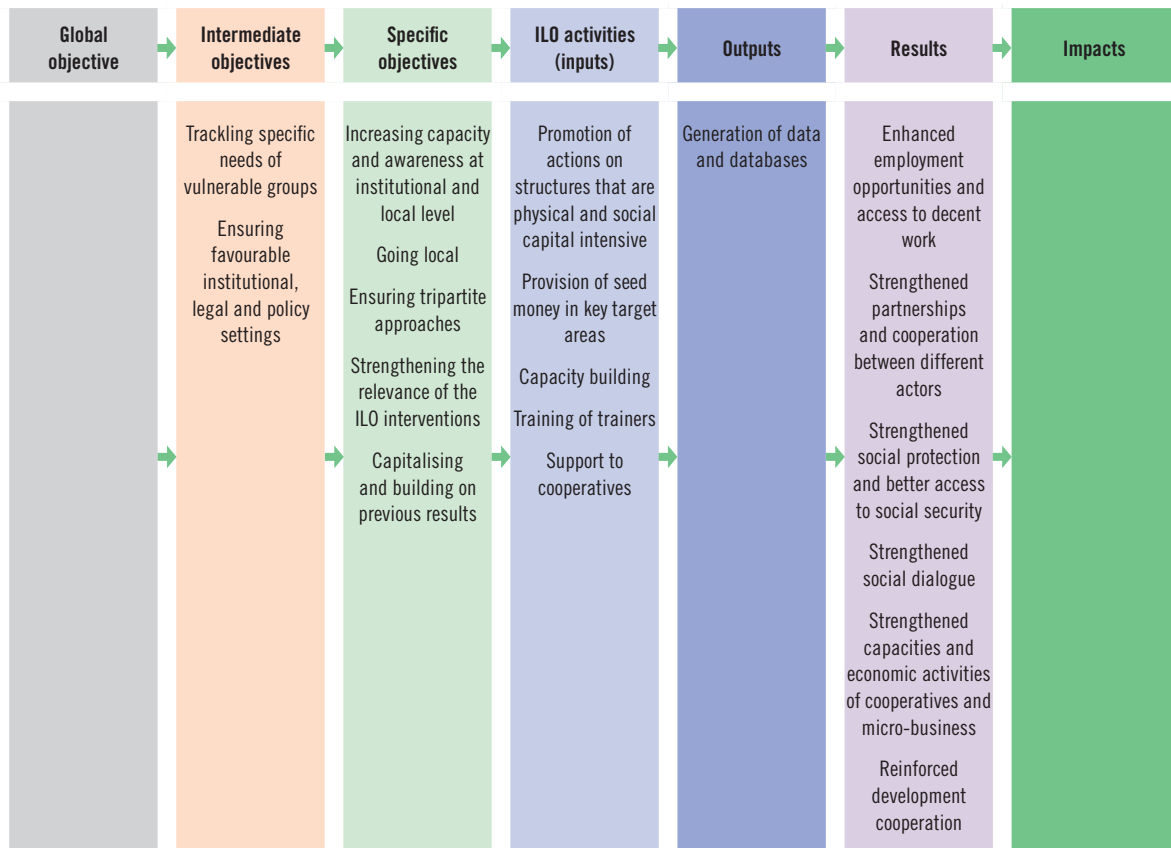
### Is it possible to envisage a ToC behind these interventions?

The specific causal chains and theories of change that could be formulated on the basis of the evaluative evidence are displayed in the figure below:



Continued on page 51

Continued from page 50



## WHAT WORKS, FOR WHOM AND WHY?

In this section, based on the existing evaluative evidence and stakeholders views, we identify the main outcomes and impacts of the interventions highlighted in the evaluative evidence, and in order to explore the reasons behind these impacts, we analyse the key factors which contributed to the success of the interventions, together with a consideration of the main obstacles and inhibiting factors.

## WHAT WORKS?

The available evidence allows to identify only to a very limited extent outcomes and impacts of ILO interventions in Rwanda. They can be illustrated as follows.

### Outcomes and impacts

The main impacts and outcomes extracted by the available evaluative evidence are clustered as follows.

- **Strengthened capacity and increased awareness** of policy makers, administrators and social partners and cooperatives in different fields, such as social security, labour law (i.e. RAF/08/02/RBS), HIV prevention in the workplace and migrant workers (i.e. RAF/08/02/RBS), and covering spheres like policy development, negotiations, governance and performance. This has allowed to raise the position of certain issues in the policy agenda (i.e. youth employment in INT/06/06/SID);
- **Strengthened capacity of delivery organisations**, supporting the effectiveness of their actions at a local level (impact on final beneficiaries) and national level (greater technical capacity and political influence. Relevant examples are trade unions' and cooperatives' work with informal economy groups by organising, improving working conditions and creating decent job (RAF/04/52/NET)



- **Strengthened partnerships and cooperation** between different actors, fostering knowledge sharing and linking up activities and stakeholders at a country level (i.e. RAF/04/52/NET);
- **Enhanced employment opportunities** and access to **decent work**, especially for certain disadvantaged groups (i.e. young women and men in RAF/04/52/NET);
- **Strengthened social protection and better access to social security** (as pointed out in RWA127 and RAF/08/02/RBS, a building project with the objective to establish academic and continuing education programmes to strengthen the financial governance of social security schemes);
- **Strengthened social dialogue** in terms of strengthened capacity of the tripartite actions and of a higher involvement and consideration of the tripartite parties by the government (i.e. (RAF/08/12M/BEL);
- **Reinforced development cooperation**, in terms of poverty reduction through: the creation of income-generating activities; stronger rights of the African citizens; better conditions for the creation of decent and productive work opportunities for youth, men and women and better gender balance (i.e. SYN-DICOOP); supported shift from the informal to the formal economy; socio-economic reintegration of child soldiers (i.e. INT/03/52/USA); and support to the consolidation of democracy, good governance and economic and social development.

Stakeholders views were overall extremely positive, especially about the initial technical assistance role of ILO, as well as its pilot projects, in helping to develop and strengthen Rwanda's employment policies and labour law, including sensitising employers, workers and the government on the importance of this (i.e. **strengthening capacity and awareness**) and pushing for **tripartite** ways of working and agreement on policies (building on new structures such as the National Labour Council).

**“ILO has provided an outside ear for employment law, youth employment, collective bargaining and social dialogue – this was very new to Rwanda”**. Workers' rights (freedom of expression, organisation, association etc.) were also enshrined in the labour law. The perspective of the trade unions however is that whilst the law is clear, this is not enforced in practice (since employers do not want it). Furthermore, it was felt that the labour legislation was revised by the Government in 2009 to help promote investment. So many challenges are faced, even when complaints are made to the labour inspectors – workers can still be sacked for no reason, work long hours, and without contracts and with poor health and safety. In terms of decent work, it is reported that “there has been no real action or change”, with regards to Rwanda's 30 year old minimum wage. There are many challenges in enforcing this across different sectors and where it is most needed (e.g. tourism).

Successful capacity building has also occurred in terms of the establishment of a child labour policy; although there are some gaps Rwanda now has a legal framework in place. The ILO has played a significant role in the development of this, and is currently the most active external agency in this agenda in the country. However, since the policy has many components and brings together many actors, there has been no evaluation, and there is no up-to-date data, it was reported to be difficult to say how effective each part is in practice, in terms of child protection. It was said that there is a particular need for monitoring of what child labour cases are being reported and pursued at the grassroots level where there are felt to be conflicting issues which are reducing the effectiveness of the policy in terms of enforcement.

One further stakeholder considered that there is a need for packaging and more aggressively mainstreaming child labour and maternity leave into the broader social protection agenda (which is also currently being revised). In terms of **strengthening social protection**, not everyone has access to the pensions they are due (and protection is also linked to low wages). The value of pensions has also not been revised in line with inflation, plus most workers are not covered anyway, since they are in the informal sector. However there is now a new social security law which does provide the framework to cover informal sector workers; they just need to work out how to implement this.

Provision for **social dialogue** has also been strengthened through the increase in the number of trade unions from one to three. Trade union representatives reported that, overall, ILO assistance has been most

useful in terms of capacity building and training for labour leaders, from both the country and international offices (e.g. in terms of collective bargaining). However the view of trade union representatives was that the Ministry does not promote this proactively (see barriers); **partnership working** and **cooperation** could be strengthened here.

Whilst the introduction of district labour inspectors has increased **local level capacity** to help implement the various new labour laws and rights, it was also reported by the ministry that a recent review highlighted the need for these inspectors to engage more with the range of stakeholders (civil society, private sector and trade unions). Trade union representatives also considered that district inspectors are not providing an effective interface between employers and trade unions. It is felt that labour inspectors are not fulfilling all of their responsibilities, and are said to spend more time in the office than in the field.

As an impact of the ILO's work to date, the Ministry of Labour and Social Affairs reports that employment figures, particularly for women and youth, prove that there has been a big improvement in **employment opportunities** (increase from 1.2 to 5.3 million people in work). Jobs growth has also been across multiple sectors including agriculture, construction, tourism, ICT, manufacturing. This is attributed to the development of the employment policy and evidenced for example through the growth of TVET – “in the beginning it was tough with no institutions”. Now there is said to be over 30,000 TVET schools for those over 16. Entrepreneurship, youth empowerment measures and labour intensive programmes are also said to have been important (whilst enterprise training is one of many modules offered to youth, including finance and mentoring, the ILO modules are said to be one of the best and most effective, according to one youth worker involved in delivery). It should be noted that Rwanda's education for all policy and the wider support of UN agencies are also likely to be contributors.

Nonetheless, it was considered by one youth worker that there is still a need to adapt training and education to meet the labour market needs of today, to boost the private sector to create enough jobs, and to encourage young people to embrace the private sector. There was also felt to still be a gap between what young people need and what is available to support an expansion of entrepreneurship (e.g. access to finance and business training). It is too early to say how effective ILO funded work placements are brokered by the employers' federation.

In terms of any evidence of wider contributions to the peace process/**development co-operation**, it was commented by the ministry that the commitment to equal opportunities enshrined in the labour legislation has contributed a lot to reconciliation.

## Synergies

Synergies between the different UN agencies are stressed in the “Delivering as One” annual report from the United Nations (2011), an initiative and document informing on common efforts to ensure coherent approaches between the different UN agencies in terms of the actions carried out in the country. This also includes reference to inter-agency UN task forces on gender, human rights and M&E providing technical support for the integration and effective mainstreaming of the respective cross-cutting themes. Evidence of these synergies is also available in a number of evaluation reports.

Some of the main UN agencies and bodies involved or somehow related to the ILO activities in Rwanda mainly are UNICEF (RAF/10/02/RBS – RBSA and INT/03/P52/USA – child soldiers) and other UN partners. In the case of INT/06/06/SID – youth employment, for instance, the YEN Secretariat works to strengthen policy coherence on youth employment between the Core Partners (UN, the World Bank and the ILO), within the UN system and with other partners. An example of this cooperation is the joint production of a mapping study on Youth Employment tools in West Africa by the ILO, UNIDO and UNOWA. Cooperation with the UN is also observed in the case of RAF/06/53/UKM – cooperative education and training systems. In the HIV/AIDS prevention and social protection fields, the ILO action is combined

with the sponsorships of and cooperation with UNICEF, UNAIDS and UNDP, like in GLO/12/63/NOR and RWA127. In the latter, UN synergies are mentioned as a good practice: “the ILO has established partnerships with institutions that complement its competences. This partnership has increased the relevance of its support to constituents»<sup>34</sup>.

Synergies with other agencies, donors and actors are stressed as well; relevant cooperation examples refer to the actions of DFID, the World Bank and the European Union, among others.

One further specific example of synergy across UN agencies, cited by one stakeholder, is provided by Rwanda's youth centres – different UN agencies have effectively worked through the youth centres in complementary ways; for example UN Habitat provides training in vocational skills, ILO in entrepreneurship, others in finance.

However, whilst a social protection Joint Programme is being developed, led by UNICEF, under the UN One Fund, progress was said to be slow. This is attributed to the number of agencies involved and lack of coherence, for the moment. More generally, one perspective is that with improved coordination and harmonisation of resources across UN agencies, their influencing capacity might be larger. There is still a need for them to define their common contributions, and to invest in fewer and more targeted activities.

### Sustainability of interventions

The available evaluative evidence points to a number of elements that are considered to support the sustainability of the interventions, and which mainly consist of:

- Strengthening the **capacity of government institutions and officials**, who are supposed to continue using the knowledge and negotiating skills acquired for the benefit of their countries (RAF/08/02/RBS);
- **Going local**: regionalising interventions and programmes initially promoted at a country or multi-country level, in order to ensure their relevance and appropriation by the different local contexts and stakeholders (RAF/10/02/RBS);
- Ensuring **tripartite approaches** and fostering **partnerships and cooperation**: partnership models, established at national, regional and international levels, can be an effective way to leverage resources (RAF/06/53/UKM in the field of cooperative facilities) and ensure a sense of ownership by the partner organisations (RAF/04/52/NET – poverty);
- Strengthening the **relevance** of the ILO interventions and their role as **catalyst** for additional measures promoted by other actors;
- **Capitalising** and building on previous phases of the interventions (RAF/08/12M/BEL); and
- Foreseeing **exit strategies** for the project, such as in the case of RAF/04/52/NET.

Further elements supporting sustainability come from the fieldwork. The government is currently updating the employment policy, **building on the previous phase/catalyst for further action**, in line with current trends and government objectives. The trade unions are also working to ensure that the revision of the employment policy supports workers' rights (e.g. maternity protection currently in draft form as a policy, clauses around collective bargaining), and await the outcome of the consultation. The ILO is again helping with this: ILO experts in Geneva and currently the ILO country office have prepared comments for submission to the Ministry. In terms of social dialogue, the trade unions, as ILO **partners**, are developing a code of conduct for social dialogue, covering the steps involved in collective bargaining, with employers, workers and the government. The draft will be sent to ILO for comment once the articles are written. The National Labour Council have also consulted and agreed upon indicative minimum wages per profession.

<sup>34</sup> Author's translation

Also, one youth worker confirmed that the training models on entrepreneurship developed by ILO are still being used, and that training of trainers continues. Furthermore, ILO are supporting the update of the employment policy with the development of new training and employment programmes for youth and women (i.e. **going local**, and **partnership** approaches), as part of their contribution to the economic pillar of the Development Assistance Plan.

On the other hand, the main **barriers to sustainability** refer to the lack of political will, the risk of creating social dialogue structures which are too bureaucratic and not sufficiently operational, and changes in project plans (i.e. reduction of the duration of the interventions). An additional main challenge to sustainability is the limited capacity at the district level (to ensure reforms are **operational**). For example, the trade unions acknowledged that they will face challenges enforcing and **operationalising** the labour code and law. There will be a need to ensure that district inspectors are properly equipped and that there are sufficient personnel at a local level. It is hoped that the ILO can support the initiative through advising the government on complying with labour legislation, and through getting the government to train the labour inspectors. A further challenge lies in collecting contributions from workers, so training of trade union representatives and organising workers is also required, to help strengthen their hand and the balance of power in the process of social dialogue. Towards this end, the ILO has planned a 'freedom of association and collective bargaining' project, which will involve sensitisation/capacity building for around 40 worker and employer representatives around social dialogue and collective bargaining (focus on tea and construction where controls are needed).

## Gender equality

Even if this issue is tackled with different degrees of intensity both in the interventions and the evaluation reports, the evaluative evidence seems to demonstrate an overall satisfactory coverage and adoption of gender equality approaches in most of the analysed interventions.

Focus on gender has been ensured in the field of social security (RWA127), with the development of a maternal protection tool meant to allow access to better maternal care, and the improvement of the statistical database on social security centred on the collection and analysis of sex-disaggregated data.

Regarding poverty alleviation and cooperative movements, relevant actions and approaches consist of the development of a gender strategy to advance gender equality in and through the cooperative movement (RAF/06/53/UKM) and focusing on gender participation and representation, involving both women and men in the stakeholder analysis and in project planning activities (RAF/04/52/NET).

In other occasions, the projects did not foresee comprehensive strategies or approaches to foster gender equality, but ensured sufficient flexibility to address stakeholders in different ways (INT/03/P52/USA) or promoted punctual gender-related actions (i.e. thematic on studies «social dialogue and gender» in RAF/08/12M/BEL).

However, room for improvement still exists, and especially in relation to aspects like: a stronger coverage of gender mainstreaming as a whole; women's leadership, participation and decision-making; the lack of sex-disaggregated data for country actions (i.e. GLO/12/63/NOR); and the lack of specific gender analysis as part of the project design phase (i.e. RAF/08/12M/BEL).

At the macro-level, women's employment is reported to now be well supported and advanced in Rwanda (alongside child rights). Whilst more women are in employment today, some traditional attitudes still prevail. But educational levels are growing and gender is mainstreamed across government. With regards to specific interventions, it was commented that more boys tend to take part in entrepreneurship education, although gender is taken into account in terms of the programme design.

## FOR WHOM?

Different types of activity are typically linked to target groups at different levels. Three main clusters of beneficiaries and related interventions can be distinguished, as presented in the sections below.

### Support to high-level stakeholders

Here, target groups are ILO constituents at member State level and policy makers. Interventions targeting these stakeholders mainly consist of:

- **Training programmes and capacity building** for policymakers (including the support to policy making and the development of regulatory frameworks), senior officials, members of administrative and supervisory bodies of social security institutions, sector ministries and tripartite representatives on social security boards;
- **Academic and continuing education programmes as well as specific training** for actors such as policy makers (to strengthen the financial governance of social security schemes) and specialists and technicians (preparation of the financial projections and budgeting at national and regional level);
- Development of **guidance documents** and provision of assistance to State actors and policymakers;
- Strengthening of **vertical linkages** of international bodies and governments at an international and macro-regional level;
- Support to the ILOs **internal learning processes** through the exchange of experiences and information through meetings at country, sub-regional and headquarters office level.

### Support to intermediate stakeholders

This includes communities active in the areas of labour protection such as professionals and practitioners, workers' and employers' organisations, NGOs and technical staff. The interventions include the provision of advice and support to develop and apply strategies and programmes, and the delivery of training courses. Relevant examples are:

- **Training programmes, capacity building actions, workshops and information sessions and study tours** for institutions and organisations of workers and employers;
- **Advisory services**, development of **guidance documents** and provision of assistance to institutions and organisations of workers and employers;
- **Partnership and networking opportunities** as well as capacity building for intermediate organisations, strengthening their capacity to support final beneficiaries at local level – i.e. improving the capability of cooperative federations and unions that carry out higher-level economic functions on behalf of primaries to better support primary cooperatives at local level with the objective of moving up the value chain;
- **Capacity building** for civil society organisations, project partner organisations and NGOs;
- Strengthening of **technical and managerial capacities** of partner organisations, trade unions and cooperatives to collectively plan and implement their own pilot projects.

### Support at local level

Target groups include actors at a local level. Interventions in Rwanda are strongly focused on specific typologies of final beneficiaries and disadvantaged groups. Examples of concrete actions and beneficiaries are:

- **Capacity building** and networking support of local stakeholders in getting access and building linkages with secondary and tertiary level organisations;

- Enhanced **support to local cooperatives** by cooperative federations that have received sufficient training and capacity building;
- Promotion of **community based approaches** to support to most disadvantaged groups, and especially those who work in the informal economy and persons living in poverty who do not count with any form of social assistance/protection, migrant workers, people with HIV/AIDS and former child soldiers, both boys and girls; and
- Indirect beneficiaries of these actions can be the local community, including the families of the final beneficiaries of the interventions.

## WHY?

In this section, we present key success factors and the most common challenges of ILO interventions in the field of labour protection emerging from the available evaluative evidence.

### Success factors

Success factors identified in the evaluative evidence of ILO interventions in Rwanda include the following:

- Relevance of **participatory approaches** involving and strengthening the capacity of the tripartite parties, supporting the process of empowerment and appropriation of the process of social dialogue (i.e. GLO/12/63/NOR) and of the project objectives, and involving national, regional and local partners in the definition of the work programmes (RAF/08/12M/BEL) and their implementation. Application of community based approaches, actively involving the different stakeholders and beneficiaries (RAF/08/12M/BEL and RAF/04/52/NET), including those operating in the informal economy (RAF/08/02/RBS – social security and RAF/04/52/NET – poverty);
- The allocation of **Regular Budget Supplementary Accounts** as a way to support relevant actions and, within that frame, target groups or areas of specific interest in the country (i.e. RWA127 and RAF/08/02/RBS: “*RBSA is an important means by which the ILO is enabled to allocate funds when and where they are most needed in an independent, flexible and fast manner*”);
- **Partnership models**, networks of networks and cooperation platforms at different institutional levels (RAF/10/02/RBS – social security, RAF/06/53/UKM – cooperative, RAF/04/52/NET – trade union and co-operative partnerships and INT/06/06/SID – youth employment). The cooperative approach promoted under RAF/06/53/UKM is particularly relevant, since it targets actors at a micro, meso and micro level;
- Deployment of high-level, experienced and **technically competent human resources** through specific training and support actions. RAF/10/02/RBS evaluation, for instance, stresses that “*the capacity of local cooperatives to create jobs, generate income, reduce poverty, provide protection and give people a voice in civil society is significantly improved*”;
- **Coherence with overarching strategies**: relevance of the **Decent Work Agenda in Africa** (2007-2015) and the orientation towards the Millennium Development Goals in Africa by 2015 (RAF/08/02/RBS – social security);;
- Identification of tailored solutions for specific **target and vulnerable groups** (i.e. people operating in the informal economy) – INT/03/P52/USA, ex child soldiers as well as women – SYNDICOOP). In the field of social dialogue, for instance, “gender participation and representation has been strong in all projects and there has been the successful building of capacity at regional/local level within the groups” (SYNDICOOP);
- **Combination of methodological approaches** and Thematic integration of different **policy dimensions** and spheres of social inclusion (i.e. RWA/11/01/OUF, focusing on areas such as governance; education; sustainable growth and social Protection, among others)

The Ministry and ILO stressed the importance of a **favourable context** (Government support for the employment agenda, strong leadership and the political will to move forwards) allied with **targeted support** in specific areas that were required (from ILO). Other lessons learnt were reported to be, as already seen, the importance of **participatory** and decentralised approaches, and specifically gaining citizen support, buy-in and trust through bottom-up approaches to policy development, social dialogue and general accountability. Citizen engagement must also involve partnership with the private sector in helping to build the nation, through working towards a common vision. It was also commented that this involves certain sacrifices in order to accept reconciliation.

ILO personnel also reflected that whilst they aim to tailor their priorities to those of the government, they also aim to firstly subtly influence these priorities and actions through workshops and sharing best practice from other countries

### Challenges and barriers

A number of challenges and inhibiting factors are mentioned in the evaluative evidence. Some of them are contextual issues, whilst others are related to internal aspects of the evaluated interventions.

“Contextual understanding is crucial” (INT/03/P52/USA). On one hand, it is important to stress that “Rwanda continued to show strong commitment to poverty reduction, social protection, gender empowerment and long-term sustainable development. The Government has drafted and implemented several policies and strategies to enhance and accelerate national development. It has also taken the lead in further harmonising and aligning development aid with national priorities” (as stated in RWA/11/01/OUF).

Nonetheless, **contextual inhibiting factors** still exist. The main typologies reported in the evaluations consist of:

- Post-conflict context, characterised by a weak and inefficient legal and normative framework and rigidity and inefficiency of the institutional and administrative structures in place;
- **Unstable and informal economy**, with a strong relevance of the informal sectors and weak economic actors, including cooperative movements;
- Increased **risky sexual behaviours** leading to significant increases in the number of people exposed to HIV/AIDS (HIV/AIDS in the workplace, as stressed in GLO/12/63/NOR);
- Strong presence of **disadvantaged and vulnerable groups** (e.g., disabled, children, girls, as stated in SYNDICOOP);
- **Low social protection coverage**, especially for the most disadvantaged groups, hindered by the strong prevalence of the informal economy (RAF/10/02/RBS);
- Situation of **uncertainty, logistical difficulties and insecurity**; and
- **Budgetary restrictions**.

Moreover, a number of internal weaknesses were also stressed by the evaluations as important barriers to the achievement of stronger results by the analysed interventions. They mainly consist of:

- A lack of a clearly defined **logical framework** and lack of focus in the definition and selection of the interventions (RAF/08/02/RBS and RAF/10/02/RBS);
- **Lack of operational follow-up** and support of awareness-raising activities (from theory to practice);
- Constraints in terms of **budgetary and human resources**, hindering the production of the outputs (RAF/10/02/RBS) and the achievement of the expected results, especially when it comes to core funding from the core partners (INT/06/06/SID), making the use of external seed funding to leverage further funds more critical. Related to this, overambitious objectives are sometimes observed with respect to the allocated resources;

- Lack of **long-term planning** and **sustainability strategies**, hindering the long-term projection of the interventions and their related results;
- Limited **coordination**. In the case of multi-country interventions, this could consist of the lack of a country desk or coordinator, affecting the specific implementation and performance in the country. Moreover, this lack of in-country coordination implies a risk of overlapping between the ILO initiatives and other actions promoted at regional and national levels by other actors, in the absence of a clear conceptual framework on the whole architecture; and
- **Changes** in the project planning, i.e. in terms of shortened duration, hindering its potential results and sustainability.

Similar contextual challenges were identified by stakeholders, including Rwanda's grassroots and **prevalent informal sector**; they do not always understand when work is child labour for example, and are not always aware of the child labour laws (until they get punished). One private sector stakeholder said that it is difficult to replicate tripartite ways of working at the local level (even though they have public-private dialogues at a lower level, where parties meet to discuss issues raised by business).

Added to this is the challenge of accessing up-to-date **data**; for example data on child labour, with the last survey being conducted in 2008, and not published until 2012 (however it was reported that this has not stopped people from dealing with the latter issue for example, and that a new labour force survey can be used for these purposes, with the ILO influencing how the results are interpreted). A further example of this relates to the work of ILO on HIV in the workplace – UN AIDS suggested that more data is needed on HIV in the workplace, in terms of knowledge, access to services and the level of stigma and discrimination, and also that it would be useful to identify best practices put in place by employers. This would assist in updating the labour laws based upon the most recent data.

The major challenge consistently identified by stakeholders was a lack of capacity for **operational follow-up**, within both ILO and the Government. For example, in terms of tackling child labour, there is an identified need for more grassroots awareness raising campaigns at a local level (e.g. to sensitise the informal sector), as well training of district and cell level officials. Another stakeholder also stated that the priority is to train more people on the ground in collective bargaining and labour law.

However, it was felt by external stakeholders that the ILO has insufficient **budget** to deal with the scale of issues such as child labour, and a lack of **human resources**, and that it is difficult to ask ILO to fund large-scale training programmes for example. The counter argument is that the ILO is a technical assistance agency, not a funder, and that the Government expects a lot from ILO in terms of inputs and resources.

*“The main challenge is meeting expectations”*. There is said to be a critical role rather for the government to take over now in promoting economic growth (as per the EDPRS2), and to link this to issues such as child labour and ensure that implementation at a lower level supports the national agenda.

However, in terms of barriers to promoting social dialogue and enforcing labour law for example, the views of Rwanda's trade unions was that the district inspectors are not currently properly supported at the national level with technical support (i.e. **operational follow-up**), and that there is a lack of experience of implementing systematic reform (**long-term planning**) and high turnover (**human resources**). Capacity gaps at a ministerial level are also said to influence district level capacity too, according to ILO staff.

*“There is lots of pressure on district labour inspectors but not so many people”*.

Labour representatives also suspect that social dialogue may not be a priority of the government nor for business, which are focused on driving productivity.

A number of conflicting issues were also identified with regards to enforcement of child labour laws at the operational and especially local levels. Rwandan labour law is clear about the penalties, but the



prosecutor's office does not consider child labour to be a crime under the penal code. There is therefore a need for **better coordination** internally to align the law and the penal code. The informal sector is also not currently under the jurisdiction of the district labour inspectors (and they will also not inform on families anyway) – they have no power to go into the informal sector. Furthermore, below the district level (cell and village), all officials are volunteers and not paid (**budgetary restrictions**) and don't always have this responsibility. The National Commission for Human Rights covers child labour, but does not have district level representation. One perspective from government was that the only way to really tackle issues such as child labour is through expanding access to education (e.g. free primary education), through an integrated approach. Other stakeholders also suggested that to tackle such issues, the ILO needs to focus also on secondary school enrolment and drop-out, and that it should look to link education with the world of work.

Following from this, one external stakeholder view was that government officials do not necessarily need help with **small actions** at a lower level, but with support for professional positions and **long-term planning/sustainability strategies**, i.e. senior experts from ILO who can intervene at a more strategic level and with donors and the Ministry of Finance for example, to advocate for and help strengthen implementation. Trade union representatives suggested that ILO for example could focus now on helping to assemble a strategy to mobilise funds to support activities such as training and awareness raising (for example from the One UN Fund/UNDP) as well as helping to diversify the range of agencies able to access funds (as well as the funders willing to help promote social dialogue). Similarly, in terms of increasing/enforcing the minimum wage for example, it was suggested that ILO could help with research and exerting senior pressure and influence. The ILO could also help to enforce laws, through monitoring and committee oversight.

These would therefore be individuals who can engage in strategic thinking and analyse what to do next, now that the policies and documents have been put in place. However, it is felt that ILO in Rwanda has insufficient **leadership** at a senior level, and that these people are not currently present in country. *“Negotiating large technical co-operation projects is difficult and the ILO is not able to bring funds to the table”*.

It was also felt that ILO in Rwanda is very reliant upon its regional and international HQs to supply technical expertise, but that this “in and out approach” is not conducive to follow-up of interventions, They advocated a more focused approach and more follow-up.

## WHAT WORKS AND WHY: A SUMMARY

The review allowed the identification of a number of success factors and challenges, that are presented here below regardless of the specific thematic area, type, size or scope of the analysed interventions.

Success factors	Challenges
<ul style="list-style-type: none"> <li>■ <b>Comprehensive and participatory approaches</b>, strengthening the relevance of the interventions and the sense of ownership by the different actors at national, regional and local level;</li> <li>■ <b>Combination of methodological approaches</b>;</li> <li>■ Allocation of the <b>Regular Budget Supplementary Accounts</b> as a way to support bigger actions and target specific groups;</li> <li>■ <b>Partnership models</b>;</li> <li>■ High-level, experienced and <b>technically competent human resources</b>;</li> <li>■ <b>Coherence</b> with overarching strategies;</li> <li>■ Identification of tailored solutions for specific <b>target and vulnerable groups</b>;</li> <li>■ <b>Integration</b> of different <b>policy dimensions and approaches</b>;</li> <li>■ <b>Result orientation</b> project management, based on the theory of change;</li> <li>■ <b>Identification of relevant channels</b> to ensure the most effective use of the financial resources.</li> </ul>	<ul style="list-style-type: none"> <li>■ Post-conflict context;</li> <li>■ Weak and <b>unstable economy</b>;</li> <li>■ Strong presence of <b>disadvantaged and vulnerable groups</b> (e.g., disabled, children, girls);</li> <li>■ <b>Low social protection coverage</b>;</li> <li>■ Situation of <b>uncertainty, logistical difficulties and insecurity</b>;</li> <li>■ Lack of clearly defined <b>logical frameworks</b>;</li> <li>■ Constraints in terms of <b>budgetary and human resources</b>;</li> <li>■ Lack of <b>long-term planning</b> and <b>sustainability strategies</b>;</li> <li>■ Limited <b>coordination</b>; and</li> <li>■ <b>Changes</b> in project planning.</li> </ul>

## CONCLUSIONS AND RECOMMENDATIONS

From a thematic viewpoint, ILO intervention in Rwanda has been comprehensive and broad, intervening in the field of social security, protection and creation of better employment conditions for disadvantaged groups such as migrant workers, young people, women and children (included ex-soldiers). The analysed projects often encompass more than one thematic field and in most cases more than one country. If on one hand this is meant to create positive synergies among actors and policy fields, in different occasions there is a risk for the project to be overambitious and not sufficiently focused on the specific problems and needs of each country. On the other hand, integration is ensured between the ILO actions and the interventions of other UN agencies, especially in those cases where they are project partners as well. The “Delivering as One” initiative of the United Nations can have represented a positive frame for this cooperation (even if only limited analysis is available on this aspect). Positive cooperation is also observed between the ILO and a number of other bi- and multi-lateral partners and NGOs.

Integration of actions and actors has been one of the key aspects for the success of the interventions. In this respect, several projects tackle and address stakeholders at different levels, but what seems to be key and to ensure stronger added value is the adoption of partnership approaches. This means that stakeholders’ involvement at all levels, and strengthening vertical and horizontal linkages and cooperation, is extremely important to ensure stronger results. This is observed particularly in sectors related to income-generating activities, such as the creation of better conditions and stronger capacities for the creation of businesses and thus employment opportunities.

Additionally, the action of ILO addresses, to different extent according to the different interventions, all the main spheres of policy development and implementation. In this respect, many evaluations observe stronger capacities and awareness among policy makers and the related development of positive policy framework. Nonetheless, the evaluations highlight the need to ensure an effective operationalisation of the normative frameworks in order to avoid creating empty boxes with no concrete actions.

Moreover, the ILO intervention in Rwanda has been especially successful in covering the gender dimension. A different situation is observed as regards the sustainability dimension, that is not supported by specific exit or sustainability strategies. Building on previous interventions has proved to be one of the most effective approaches used so far to strengthen project results and ensure continuation over time.

Additional weaknesses are mainly related to a poor definition of the intervention logic and of the related monitoring and evaluation systems, which does not allow for sufficient follow-up and continuation of the actions. This becomes more problematic in certain cases where contextual or budgetary constraints have implied changes in the original planning of the interventions.

Based upon stakeholder feedback, it is clear that ILO capacity building interventions have been positively welcomed and have been successful in helping to set the policy framework for access to decent work, social dialogue and social protection. However this has also raised significant expectations with regards to the role of the ILO and the support that it can provide (for example in terms of funding), despite the ILO’s largely technical assistance remit and the resource limitations of its small in-country office in Rwanda (the ILO can largely focus on training of trainers for example, commissioning studies, and provision of tools and resources).

There is a need for ILO to prioritise its efforts going forwards, to better monitor and evaluate the impact of its interventions to help with focusing these efforts, and to work more strategically with government to ensure that the local institutional architecture and awareness of responsibilities are in place, underpinned by funding and a stronger legal backing, to ensure that the developing policies are implemented in practice.

Related to the conclusions above as well as to the main strengths and weaknesses of the interventions, the main **recommendations** are related to the following:

- Ensure the critical mass for a realistic implementation and achievement of the expected results. Critical mass is intended both in terms of financial and (quality and quantity of) human resources. The selection of the interventions according to the available resources would allow not only for the relevance, but also for a stronger efficiency, effectiveness and potential sustainability of the interventions;
- Go beyond awareness-raising activities and focus especially on capacity building, with the aim of ensuring support also from an operational side, creating capacity among the actors that are meant to apply the principles that are established in the normative and policy frameworks;
- Ensure participatory, inclusive and community-based approaches as a way to strengthen the project relevance and potential sustainability;
- Ensure thematic coordination not only within, but also between interventions delivered by international, national and regional actors, in order to avoid overlaps and to generate synergies and added value;
- Use logic models for the definition of the projects, including the related monitoring and evaluation systems as well as sustainable aspects. Quality in the entire project cycle is key for its success, and this starts from the design and definition of the interventions;
- Support the sustainability of interventions through the adoption of forward-looking approaches and the related risk-assessment and response measures, taking into account the contextual factors. Exit strategies could be a valid tool to support the continuation of the ILO presence after the completion of each project phase;
- Adjust projects' expectations to the characteristics and context of the country as well as to the available resources.

One external stakeholder recommendation is that the ILO should fund more senior posts in-country, who can regularly meet with Ministry officials, “*rather than the ILO director turning up now and again*”, to develop strategy for the implementation of employment and labour policies and help leverage funds. This would also play to the efficiency strengths of the ILO in terms of technical assistance. There is also the need to adopt a more data-driven approach, to identify disparities and inequalities and to then use this to advocate for change.

Whilst the ILO should also help to stimulate job creation, stakeholders suggested that this should be through spreading good practices, such as centres for entrepreneurship, skills and vocational training (and in particular through learning from other countries in the region).

It has been reported as well that ILO should also place an emphasis on looking at the macro-economic context (in terms of monetary policy, trade and investment) rather than just looking at labour administration, since this alone does not guarantee job creation. They could provide technical support for the development of strategies, and sharing of best practice and experience.

More broadly, it is recommended that the ILO in Rwanda now take stock of progress to date, identify where the major gaps are now that the policy foundations have been put in place, and focus their efforts here. One private sector stakeholder also commented that the ILO will need to be very focused when it comes to their support (for example on youth employment), with a clear strategy, priorities and milestones, and that it also needs to state what their focus will be. The views of the trade unions was that they should also concentrate limited resources, and first improve and strengthen practices in the formal sector economy, to act as an exemplar of good practice for the informal sector.

In 1991 civil war broke out in Somalia and the country did not have a central, functioning government until 2012. As pointed out by interviewed stakeholders, the lack of functioning institutions coupled with decades of insecurity, violence, rape, displacement and human trafficking, have led to communities being fractured and unstable, individual livelihoods being destroyed and people's trust in any form of government to be minimal.

The level of development and the strength of institutions vary across the three regions of Somalia – Somaliland, Puntland and South Central. This, to some extent, determines the types of interventions which are needed and possible to implement in each. However, common challenges across all regions are high youth and women's unemployment and lack of technical expertise within government and businesses as skilled citizens often choose to emigrate.

The institutional landscape in Somalia does not offer the classic partners the ILO usually cooperates with. Trade unions— where they exist – lack the capacity to represent and serve their members, are themselves unaware of international labour rights or are in dispute about membership numbers and each others' legitimacy. There is a great number of Micro, Small and Medium Enterprises (MSMEs) and family business which defines the landscape of employers. On all levels of government (local, district, regional and federal) capacity is lacking in terms of technical knowledge to deliver services, to formulate policies, as well as a lack of accountability and transparency. There is a high turnover of ministers and mayors, which regularly sets back project progress.

Somalia displays many of the indicators of fragility – years of internal conflict, social inequality, high levels of unemployment, government distrust and vulnerable groups<sup>35</sup>, as clearly indicated by the available evaluative evidence of ILO interventions in the country which has been reviewed for this thematic evaluation: vulnerable communities, lack of necessary legislation (SOM/12/06/EEC), political instability, consequences of years of conflict (SOM/05/03/NOR), widespread poverty and unemployment (SOM/06/01/UKM) security threats, poor infrastructure (SOM/10/03/EEC), alienated communities who are distrustful of the government at all levels (SOM/09/01/UND) and extreme inequality are most of the problems that Somalia has been facing in the last few years, and to which solution ILO intervention in the country is aimed at.

Somalia is currently part of the g7+, a voluntary association of 20 countries that are or have been affected by conflict and are now in transition to the next stage of development<sup>36</sup>.

<sup>35</sup> [http://www.ilo.org/global/docs/WCMS\\_242926/lang--en/index.htm](http://www.ilo.org/global/docs/WCMS_242926/lang--en/index.htm)

<sup>36</sup> <http://www.g7plus.org/south-sudan/>

## WHAT TYPES OF INTERVENTIONS DO WE OBSERVE?

In this section, the type of ILO interventions observed in Somalia as identified both in the review of available evaluative and project document evidence, and through the views of the stakeholders consulted in the fieldwork phase, is presented.

### Thematic focus of interventions

The limited available evidence shows that the ILO intervention in Somalia has covered the following areas.

In the area of **decent work**, it is worth to mention the Decent Work Programme Somalia (Southern Somalia and Puntland) 2012-2015, which covers three main priorities: 1) Increased employment creation for poverty alleviation, 2) Strengthened capacities for tripartite labour governance and administration, and 3) Reducing vulnerability through designing a social protection floor by building on existing practices.

In the area of **child labour** the main ILO intervention in Somalia is the project *Prevention of child recruitment and reintegration of children associated with armed forces and groups in South-Central Somalia* (SOM/12/06/EEC).

Another area covered jointly by ILO and a number of other UN agencies is the *UN Joint Program on Local Governance and Decentralised Service Delivery in Somalia* (JLPG – SOM/08/04/UND, SOM/09/01/UND), which aims at **supporting local governments**.

However, based on the existing evaluative evidence, the most popular thematic area of ILO interventions in Somalia is the area of employment generation and livelihood support. Examples of projects in this area are: *Employment-Intensive Programme in Support of Peace, Mogadishu, South and Central Somalia* (SOM/05/03/NOR), *Support to the Somali Employment, Enterprise and Livelihood (EEL) Programme 2006-2008* (SOM/05/04/DAN), *Somali Employment, Enterprise & Livelihoods (EEL) Programme 2006-08* (SOM/06/01/UKM), *Community Based Cash for Work Employment Support of Food Security in Somalia, Improvement of Livelihood of Vulnerable Households in Urban and Peri-Urban Areas of Galkayo* (SOM/10/03M/EEC).

### Types of interventions

ILO action in Somalia covers a range of types of intervention. Some of the ILO interventions in Somalia are classified under more than one type as they can involve several activities of different nature.

#### *Training*

Training is a popular method of intervention employed across many of the ILO's projects in Somalia and trends that appear across these interventions include a focus on both vocational and skills training, training courses specifically designed to encourage entrepreneurship, and an emphasis on providing this training to women and young people in an attempt to provide universal social inclusion and to foster a sense of stability across the whole community.

ILO training-based interventions in fragile states demonstrate a number of good practices such as **matching the skills training with actual labour market opportunities** to ensure transition to decent employment (SOM/09/01/UND), **post-training support** to provide stability and sustainability (SOM/09/01/UND), use of **employment intensive approaches** (SOM/10/03/EEC) and **consistent involvement of the stakeholders** (SOM/10/03/EEC) to ensure successful outcomes for these interventions. There is some evidence of integration between different areas in the analysed projects – the most popular of these being the combination of **social support** and **education** to ensure not only effective training and successful transition to employment, but also to maintain this employment.

Also the fieldwork has made clear the importance of this type of intervention in Somalia. Projects of this type include:

- ‘Durable solutions’ (for returning refugees in South Central), the ‘Youth for Change’ programme (2011-2015) and the ‘Women’s Economic Empowerment’ programme (2012-2014).
- A new ‘Youth Employment’ programme is about to start, encompassing value-chain development, cash-for-work and skills which is not restricted to youth at risk of radicalisation (as Youth for Change was).
- *Youth entrepreneurship training* (in financial management, business management, profit and loss, account management, stocking), followed by a business plan competition and awarding of a grant to the winning proposal; follow-up and support services for the young entrepreneurs.
- *Vocational skills training* (in solar installation, auto mechanics, carpeting, design and printing, tailoring, mechanics, masonry, beauty salon work, electricity, mobile phone repairs, cooking and hospitality). Meetings with employers are set up, work experience or placements are organised, for example in hotels, construction companies or the retail industry.

### *Infrastructure improvement*

The evaluative evidence allows to identify another type of intervention carried out by the ILO in Somalia, which is the infrastructure improvement, and the good practices associated with these interventions include **consistent involvement of the primary stakeholders** (SOM/10/03/EEC), **use of employment intensive approaches** (SOM/10/03/EEC), **cost effectiveness** (SOM/05/03/NOR) and **immediate visible effects** to boost local morale (SOM/05/03/NOR). There was one main area of integration within these interventions and that was the combination of **improving infrastructure** with **training** to create jobs, better employability and access to this employment. Despite these examples of good practices and integration, these interventions were much less successful than the training interventions with the main weaknesses identified as **poor planning** (SOM/05/03/NOR), **poor monitoring** (SOM/05/03/NOR), **haphazard construction** (SOM/05/03/NOR), **security conditions** as a result of inadequate risk assessment (SOM/06/01/UKM) and **lack of technical advisors** (SOM/06/01/UKM).

### *Capacity building of local and national governments*

The final type of intervention identified most frequently in the evaluations of ILO’s interventions in Somalia is the capacity building of local and national governments through the provision of technical advice and other types of support. There are a number of good practices evidenced in these interventions: **good co-ordination** (SOM/12/06/EEC), a **sense of ‘inclusiveness and harmony’** between project staff and stakeholders (SOM/12/06/EEC), **cost effectiveness** (SOM/05/03/NOR), **inclusion of local councils** (SOM/05/03/NOR) and the **co-operative approach of the partnerships** implementing these programmes (SOM/09/01/UND). Integration in these interventions typically revolved around **improving local governance capacity** and **peace and harmony** in these communities, and the approaches used targeted both of these concepts. Some positive results were produced by these interventions including improving capacity of local governments to address issues of child labour (SOM/12/06/EEC) and improving access to basic services through local government (SOM/09/01/UND). However, weaknesses such as inexperience of the local councils as implementing partners, poor planning and lack of baseline studies and evidence of achievement meant that some results were disappointing and others could not be effectively measured.

The fieldwork allowed to identify the following interventions:

#### 1. At local level:

- training and supply of tools to analyse, understand and plan for **local economic development** (i.e. labour market analysis, value chain analysis, labour statistics). The ILO also advises them on regulatory issues such as business licencing and how to regulate businesses;

- **infrastructure:** Training on how to plan roads, to make investment plans for roads;
- training in **public procurement** to stimulate private sector engagement and use of local resources;
- training in **natural resource management (NRM)**; how to engage the local community, who are the custodians of those natural resources, in the process;
- training in **grant management** as part of the youth programme: how to screen applications for grants without bias.

2. At **central and regional level:**

- **technical assistance** to regional government body (Somaliland), provision of office equipment; provided with equipment and training in technical knowledge of road construction; provision of manuals on international road standards; procurement and contracting; creation of quality control department;
- there has been less capacity building of federal government stakeholders and certainly no separate programme for any ministries. Technical government staff have been invited to some of the trainings run for the local governments such as labour statistics. They were also sent/ funded to go on trainings.

Additional evidence regarding types of ILO interventions in Somalia and specific related examples has been collected through the fieldwork and is reported here below.

- **Cash for work – Quick but short-term employment creation**

For example the EIIP<sup>37</sup> programme allows for quick re-engagement of people in labour, which also rebuilds their country. It utilises labour-based technology to maximise labour inputs, to employ as many people as possible.

- **Social dialogue development**

As part of JPLG<sup>38</sup>, the ILO set up Local Economic Development (LED) fora, where private, community, public stakeholders come together to have a dialogue about the opportunities and problems in the local economy. They make plans how to stimulate economic development e.g. by building new market areas, set up water supply to certain parts of the city, etc. Similarly, in the Women's Economic Empowerment programmes, public-private fora were staged, which engaged women's associations, local government and elders.

- **Capacity building of relevant stakeholders and constituents**

Examples of this include the following:

- Training of engineers and contractors in labour-based technologies relating to road construction; training of laboratory staff in soil testing for road construction (sent to Ethiopia for training)
- capacity building of Chamber of Commerce in Somaliland: the ILO facilitated two study trips to Uganda (training on micro finance) and Rwanda (training on local economic development) and held a workshops on women entrepreneurs;
- training for implementing partners, technical support and equipment;
- capacity building of women's associations in Somaliland and South Central, first with tools from the ILO (teaching the structure of the association, strengthening their networks, training in advocacy and lobbying). Currently ILO is partnering with UN Women. Plans include getting these groups together with women's associations in Bangladesh to inspire them/ learn from each other;
- workshops with the leadership of trade unions on freedom of association and labour rights; also on the basics of the role of trade unions.

<sup>37</sup> Employment Intensive Infrastructure project

<sup>38</sup> UN Joint Programme on Local Governance and Decentralized Service Delivery

## Geographical scope of interventions

All evaluated interventions were implemented on a regional basis, specifically within Somalia. Training interventions occurred in Somaliland, Puntland, South Central Somalia and Galkayo, infrastructure interventions were implemented in Galkayo, Bay Region, Mogadishu, Somaliland and Puntland and technical advice interventions took place in South Central Somalia, Bay Region, Mogadishu, Somaliland and Puntland.

The information collected during the fieldwork displayed that ILO currently operates in all three areas of Somalia (Somaliland, Puntland and South Central), although it cannot operate in Level 5 areas in UNDSS<sup>39</sup> classification.

## Is it possible to envisage a ToC behind these interventions?

There is not explicit evidence of a Theory of Change behind the planning and design of the overall ILO intervention in Somalia. However, based on the evaluative evidence reviewed and the fieldwork, elements of ToC are identifiable a posteriori in relation to ILO interventions in the country.

In the area of training specific ToC identified include **skills training** leading to **personal and educational development** and producing **integration into employment** (SOM/10/03/EEC), **raising awareness** through **training to regulate child employment legislation** to generate **policy improvement** and **risk reduction to prevent child recruitment** and enable the **social reintegration of children associated with armed forces and groups** (CAAFAG) (SOM/12/06/ECC) and **improved working conditions** through **employer training** to lead to **better health and safety** and thus, **improving stability and peace in communities** (SOM/10/03/EEC). The strategies employed were all supported by the provision of training, post-training support, educational access and raising awareness and the majority of which were successful.

Despite the poor results of some interventions, the infrastructure interventions evaluated had presumably made use of ToC in the planning of their programmes (with the exception of SOM/06/01/UKM). The two causal chains of ToC identified in these interventions are **improving infrastructure to create jobs and opportunities** and as this was carried out in Galkayo, a key transit town, it should **improve Somalia in general** (SOM/10/03/EEC) and secondly, **improving infrastructure** leads to **efficient transport and travel**, which contributes to **local economic development** (SOM/05/03/NOR). The strategies used to implement these outcomes and impacts include repairing roads, improving traffic routes, construction of production centres, prevention work in flood prone areas and creation of paid employment as a result of these activities. However, it should be noted that in two of these interventions (SOM/05/03/NOR and SOM/06/01/UKM), the overall implementation and performance of these strategies was disappointing due to the weaknesses described above. Two of the interventions evaluated in this section (SOM/12/06/EEC and SOM/05/03/NOR) had clear evidence of having engaged with a ToC process prior to planning and executing the projects. The specific ToC identified here are **improving the image of District Councils**, which leads to **increased capacity of these councils** and subsequently **promotes peace and reconciliation** in the community (SOM/05/03/NOR) and **raising awareness by advising local authorities**, which **builds the capacity of local governments to address issues of child labour** (SOM/09/01/UND).

As highlighted by stakeholders interviewed during the fieldwork, **being in employment and decent work**, particularly for youth, is seen to contribute to peace and stability as it prevents individuals from seeking criminal means of earning a livelihood; it also facilitates for people to be part of economic, social and political life, lifting them out of fragility.

<sup>39</sup> United Nations Department of Safety and Security



Similarly, **capacitating institutions contributes to their ability to function independently in the future.** Thus institution capacity building is seen to contribute to stability and development, as it ensures that vital services can be provided to the population which in turn builds trust between the public and the government.

Although the term **resilience** was not fully understood by all interviewees (most of them used the words 'stability', 'peace' and 'development'), it was expressed that building resilience (the ability to successfully respond to change and crises; not experiencing the same crisis twice) needed **long-term capacity building**, particularly in fragile states where delivery of projects is frequently set back by security issues and changes in government personnel. Thus multiple interviewed stakeholders expressed that resilience is best **built from the bottom up**. The development of skills, supporting people's livelihoods and making them able to manage future changes or crises is how the ILO and other agencies can most directly build resilience. **Building local government capacity and supporting local systems to function** is required so that any policy directives coming from a central level can be implemented. Thus **interventions on all levels** are required to run concurrently and feed into each other to develop a country and build its resilience.

## WHAT WORKS, FOR WHOM AND WHY?

In order to have a clear picture of the success of ILO interventions in Somalia and to subsequently provide recommendations for future, effective interventions, it is necessary to understand which components of these interventions work, the beneficiaries of these and why these have worked in the way that they have. This section will provide a summary of which features of an intervention work, who the beneficiaries are and whether the programme has achieved the desired results for these beneficiaries. This summary will be complemented by examples of the ILO's activities and the resulting outcomes of these and will finish with an overview of the successes, weaknesses, opportunities and challenges of the ILO's interventions in Somalia. The information extracted by the available evaluative evidence is complemented by the views and information collected from stakeholders during the fieldwork.

## WHAT WORKS?

The outcomes and impacts of the ILO interventions that have been evaluated will be presented in this section with an exploration of the synergies involved, the sustainability and the links to gender equality.

### Outcomes and impact

Some of the key outcomes and impact of ILO interventions in Somalia are presented here below as reported in the available evaluative evidence and the views of the stakeholders.

- **Socio-economic reintegration of vulnerable minorities into the community:** this outcome is specifically related to the reintegration of children associated with armed forces and groups (CAAFAG) in south central Somalia and provides peace, stability and encourages trust and reconciliation. This was evidenced in SOM/12/06/EEC by the provision of vocational training to 200 CAAFAG to encourage transition into employment and thus, reintegration back into their local community.
- **Creation of employment and income opportunities:** this has helped individuals to improve their status but also promoted peace and stability within the community by providing an increase in economic development. These opportunities have been created through the creation of work days as a result of infrastructure improvement (SOM/05/03/NOR and SOM/06/01/UKM), development of SMEs (SOM/10/03/EEC) and grants awarded to individuals to encourage business start up (SOM/10/03/EEC).
- **Education of deprived communities:** education allows vulnerable groups to gain decent employment and contribute to local economic development. This education is provided by skills-based and vocational training including business management and financial literacy (SOM/12/06/EEC).

- **Increased social security:** this outcome produces social protection for workers by improving access to basic services and making local governments more accountable and transparent (SOM/09/01/UND).
- **Improved infrastructure:** improving the infrastructure creates employment opportunities, generates income and increases accessibility, which invites external resources and strengthens internal assets. This was evidenced in SOM/10/03/EEC by the creation of 44,850 work days as a result of improvements to infrastructure and the strengthening of external access to Galkayo, a key transit town.

Some of these outcomes have been confirmed also by the stakeholders interviewed, although some additional evidence has been collected. Interviewees mentioned the following **outcomes** of ILO activities:

- **Increased employability and skills of individuals:** the ILO has achieved this mainly through providing training and start up capital and its empowerment programmes for youth and women, but also by training engineers, contractors and farmers on various projects on technical skills;
- **Created employment opportunities:** the ILO has directly created employment opportunities through its road construction projects, but also through supporting entrepreneurs (youth and women) and by facilitating work placements for youth.
- **Strengthened institutions** – local governments, trade unions, worker associations, chambers – through the provision of equipment, development of tools for institutions to use (including manuals, planning tools, analytical tools), and systems and processes put in place by the ILO. Beneficiaries have been assisted to understand their institution’s mandate and role.
- **Enhanced local economic development:** through ILO providing necessary infrastructure (such as roads), through setting up LED forums for public and private institutions coming together to discuss and plan local economic development; through training the labour force (youth and women particularly); by encouraging local procurement and contracting.
- **Raised awareness** on labour laws.
- **Built trust** through facilitating interactions between local government, businesses and communities on various project. The population is experiencing how institutions should function and how they can hold them to account.
- **Influenced mind-sets:** the youth enterprise projects have achieved that young people do not want to be involved in conflict as a means of earning a livelihood.

The ILO has **not developed legislation on labour standards** or worked on the ratification of international laws. There have been **no outcomes around enhancing social dialogue**.

## Synergies

The evaluative evidence available and the information collected through the fieldwork suggests that synergies were in place on many of these programmes, for example the ILO worked collaboratively with the FAO on the Employment, Enterprise and Livelihoods Programme in Somaliland and Puntland alongside UN-HABITAT (SOM/06/01/UKM), and many of the interventions report the successful influence of these synergies. For SOM/10/03/EEC, the strategic partnership between ILO, FAO and Terre Solidali ensured the effectiveness of the execution of the project and relevant application to the needs of the people of Galkayo. In addition to this the synergy between ILO, UNICEF and EPHRC was particularly useful for SOM/12/06/EEC as EPHRC is a partner with a local presence and is highly respected by the local community, which gained the trust of the local people. Finally, the SOM/09/01/UND programme was jointly delivered by 5 UN agencies – ILO, UNCDF, UNDP, UN-HABITAT and UNICEF – and implemented in partnership with the Federal Government of Somalia, the Government of Puntland and the Government of Somaliland. Synergies worked well here by ‘harnessing the strengths of each towards shared goals’ and helped to overcome some of the challenges to the programme (SOM/09/01/UND).

This seems to be confirmed by stakeholders interviewed, who mentioned examples of successful collaboration and complementation of ILO and other agencies to deliver projects and programmes in Somalia, such as JPLG (working with four other agencies<sup>40</sup>). According to stakeholders, in such partnerships the ILO should take the lead if the main activity lies in their field of expertise. However competition to deliver cash-for-work projects and skills training among agencies (such as UN Habitat, IOM, UNDP) and NGOs has been reported in Somalia, as all of them have expertise in this area. The ILO does not have a comparative advantage in those fields. On the other hand, this is also the type of work that is needed greatly in Somalia at the moment.

Synergies between the action of several donors are possible also thanks to the fact that all donors require projects to refer to the New Deal agreement with the g7+ group, which Somalia is part of. Thus ILO activities have to feed into the 5 PSGs set out in the document<sup>41</sup>.

More synergies are reported between levels of government: generally, the ILO involves governments (local and/or central depending on the project) in the planning and delivery of their activities, to ensure they align with the local policies and development aims, as these vary between the three regions. The constitutions of all three regions of Somalia call for decentralisation of basic services in their constitutions and frameworks. Thus the focus on development of local government capacity is very relevant.

### Sustainability of interventions

A range of both positive and negative factors affected the sustainability of ILO's interventions in Somalia and these resulted in the maintained success of some projects and the limited/non-existent continuation of others.

The main sustainability challenges encountered in the provision of EIIPs are that they require ongoing mentoring and technical assistance in order to continue successful and provision for these had not been pursued in SOM/06/01/UKM. In addition to this, the project SOM/05/03/NOR designed the provision of peace to the community to be a by-product of related project-based activities; however specific activities to promote peace may have resulted in a more sustained experience of peace within local communities. Furthermore, the infrastructure projects of SOM/05/03/NOR are not sustainable as they were completed 'haphazardly' and only provided short term job opportunities.

Despite these sustainability shortcomings, many of the interventions were able to implement activities in a manner that would result in sustainability. For example in the project SOM/10/03/EEC focused on the creation of long term employment opportunities and it also paved the way for future employment opportunities through ongoing projects created by this intervention. SOM/12/06/EEC also sought to provide long lasting employment opportunities in order to provide sustained peace and stability to young people and their communities and these opportunities are maintained by post-training support and mentorship. Finally, for the local policy practices introduced in SOM/09/01/UND, key informants at both the District and Central level suggested that they would continue with the practices introduced, indicating that this intervention will be sustainable.

Stakeholders agreed that the cash-for-work interventions are the least sustainable of the ILO interventions in Somalia, but were good to get communities engaged in the rebuilding of their country, rebuilt infrastructure and provide employment for a lot of people.

<sup>40</sup> On JPLG, the ILO conducts capacity development, builds service delivery and formulates policy and legislation on a local government level; UNDP formulates the broader/umbrella policies and furthers institutionalisation; UNICEF carries out health, education and water interventions; UN Habitat helps municipalities with planning and financial issues; UNCPF advises on fiscal decentralisation

<sup>41</sup> Peacebuilding and State-building Goals: **1. Legitimate Politics** – Foster inclusive political settlements and conflict resolution; **2. Security** – Establish and strengthen people's security; **3. Justice** – Address injustices and increase people's access to justice; **4. Economic Foundations** – Generate employment and improve livelihoods; **5. Revenues & Services** – Manage revenue and build capacity for accountable and fair service delivery

The interventions stakeholders associated with lasting impact were any programmes involving skills and employability training (whether for youth, women, engineers, etc.). These make a lasting difference to the lives of individuals but inadvertently also contribute to the development of the country as a whole.

However, stakeholders reported that, because many projects only have funding to run for two to three years, the sustainability of interventions will always be limited and depend on local actors.

## Gender equality

The successful incorporation of the issue of gender equality within the interventions is of a varying extent, though all the programmes make some mention of it. Success in the field of gender equality include specifically targeting unemployed women (SOM/05/03/NOR), the training of 80 women in vocational skills (SOM/10/03/EEC), advocated job creation for women (SOM/09/01/UND) and the biggest beneficiaries of jobs created from improved infrastructure in the SOM/10/03/EEC project were women. However the mention of gender equality in an intervention does not necessarily make it a successful outcome of a project as evidenced by SOM/09/01/UND who spoke of female employment as a high priority but lacked any specific evidence of activities regarding the implementation of this female employment. The fieldwork has allowed to identify that gender mainstreaming is a requirement of many ILO projects, e.g. one third of youth entrepreneurs need to be female. This has been taken up by local governments who incorporate gender mainstreaming now in their practices.

## FOR WHOM?

The evaluations of the ILO interventions and the stakeholders interviewed point to a wide range of beneficiaries and stakeholders in the field of employment and labour administration. The main target groups of the ILO interventions in Somalia can be categorised into the following groups.

### Support to high-level stakeholders

High-level stakeholders of ILO in Somalia include:

- international organisations including UN agencies and also NGOs
- National Somali government

### Support to intermediate stakeholders

The ILO supported mainly the capacity of the local governments:

- Federal and regional ministries
- Local governments
- District Councils
- Regional policy makers
- Workers organisations
- Municipality staff

### Support at local level

The ILO intervention supported groups of local level beneficiaries including:

- Local communities
- Local businesses

- Employers
- Employees
- Vulnerable groups including women, young people, CAAFAG and refugees. In particular:
  - Youth – they are a particular target group as youth unemployment is very high; also youth are most at risk of becoming radicalised
  - Women – many programmes have a recruitment target of 30-50%. Cultural settings do not allow for women to be engaged in certain economic activities. Their unemployment rate is also very high.

Although there were limited achievements for some beneficiaries, generally it was the local level target groups who benefitted the most from the interventions, particularly the vulnerable groups and the local communities as a whole. These were the beneficiaries who were most directly targeted through strategies to create decent employment opportunities, social reintegration and improvement of local government and accordingly, these groups gained the most from the interventions. In regards to gender equality, a few of the interventions could have planned more activities to improve integration of women, but those that did focus on women produced good results.

## WHY?

In this section, the most frequent success factors and the most common challenges as indicated by the evaluative evidence and identified thanks to the fieldwork are reported.

### Success factors

The key success factors of ILO interventions in Somalia extrapolated from the available evaluative and documental evidence include the following:

- **Good co-ordination** of stakeholders, beneficiaries and project staff (SOM/12/06/EEC).
- **Consultation with stakeholders** throughout the project to ensure support (SOM/10/03/EEC).
- Use of **community participatory approaches** which allowed reaching as well isolated communities (SOM/12/06/EEC).
- **Develop specific gender awareness strategy** through consultations with female stakeholders (SOM/12/06/EEC) and incorporation of female perspectives and needs into interventions thanks to the involvement of female staff (SOM/05/03/NOR).
- **Ongoing mentoring of local authorities** in order to improve sustainability (SOM/06/01/UKM).

The fieldwork allowed to identify a number of factors, which in some cases seems to corroborate the existing evidence. In particular, the **community buy-in** and involvement has been reported to be key for multiple reasons. Local community governance structures have been in place for decades, unlike the political institutions in fragile countries which may be dysfunctional and do not have the trust of the population. A **bottom-up approach** also activates the community to become involved in the re-building process of their country, which has been seen on a number of projects. Also, **community / local contracting** makes agencies less vulnerable to security issues arising, as guidelines may command for ILO staff to pull out of certain situations whereas local actors remain functional.

### Challenges and barriers

The most frequently occurring inhibitory factors surround the political insecurity of the fragile state and internal weaknesses of poor planning and communication. Challenges and barriers of ILO interventions in Somalia as reported in the evaluative evidence include the following:

- **Fragmented approach** due to changes in administration (SOM/10/03/EEC);
- **Lack of a clear profile of beneficiaries and an accurate mapping of their needs** which did not allow to ensure training is specific to needs, especially women (SOM/12/06/EEC);
- **Internal weaknesses** such as poor planning, communication and monitoring (SOM/09/01/UND, SOM/06/01/UKM);
- **Insecurity** from political conflicts and militia meant staff were occasionally denied access and limited the scope of some activities in the interventions (SOM/10/03/EEC, SOM/12/06/EEC, SOM/06/01/UKM and SOM/05/03/NOR).

Some of these challenges have been reported also by the stakeholders during the fieldwork. External inhibiting factors that impacted on ILO interventions in Somalia as reported by consulted stakeholders include the following:

- lack of political institutions and systems in place;
- lack of traditional ILO partners to collaborate with;
- lack of skilled local staff to deliver projects, in private and public sector and on all levels of government;
- high turnover of staff in political institutions in the country;
- volatile security conditions which influence and limit the scope of interventions.

A number of internal factors have also been indicated by stakeholders as restricting or negatively influence ILO interventions in Somalia. These include the following:

- the types of projects that can be implemented by the ILO Somalia team are determined by the expertise they have in the team or are able to get through the ILO network of experts. However, the regional experts have very limited time and the team has found them to be reluctant to come to Somalia. Still on the point of sharing expertise within the ILO, it was suggested that there should be more cross-country collaboration between ILO in fragile countries to learn from each other's experience;
- the fact that all ILO Somalia projects have to seek funding/ receive no core funding determines the types of activities the team can undertake in the country, as donor demand dictates their agenda;
- ILO Somalia staff are all TC staff, which are not permanent but only employed for the duration of projects. Thus staff is under pressure to win new work, whilst still delivering ongoing projects, to secure their future employment.

In addition, stakeholders have reported the following additional challenges, which put ILO in a less competitive position compared to other UN agencies.

First and foremost, it has been stressed that the ILO has no office in Somalia and staff cannot enter certain areas of Somalia due to security regulations. ILO staff is not allowed to enter Level 5-rated areas in Somalia, which restricts where projects can operate and makes the ILO less competitive against other (UN) agencies which are based in the country, have more staff in the field, and are able to enter into more dangerous areas.

The way the ILO Somalia is working around this is contracting third party delivery agencies on the ground. This however leads to a loss of identity of the organisation as the ILO is not as visible on the ground.

Overall, ILO staff felt that the ILO is not visible enough amongst other agencies working in Somalia due to its comparatively small size. It also lacks effective marketing material and skills to promote its breadth of technical expertise – the marketing focus is mostly on labour rights. Thus donors are not aware of what the ILO can deliver in terms of TC.

## WHAT WORKS AND WHY: A SUMMARY

The evaluative evidence and the fieldwork allowed the identification of a number of success factors and challenges that are presented here below.

Success factors	Challenges
<ul style="list-style-type: none"> <li>■ <b>Good co-ordination</b> of the stakeholders, beneficiaries and project staff (SOM/12/06/EEC).</li> <li>■ <b>Relevance of project to area</b> as a result of comprehensive Theories of Change (SOM/12/06/EEC).</li> <li>■ <b>Consistent consultation with stakeholders</b> throughout the project to ensure support (SOM/10/03/EEC).</li> <li>■ <b>Cost effectiveness</b> (SOM/05/03/NOR)</li> <li>■ <b>Creation of employment opportunities</b> particularly for women and young people (SOM/10/03/EEC).</li> <li>■ Use of <b>community participatory approaches</b> (SOM/12/06/EEC)</li> </ul>	<ul style="list-style-type: none"> <li>■ <b>Fragmented approach</b> due to changes in administration (SOM/10/03/EEC)</li> <li>■ <b>Need a clearer profile of the beneficiaries and their needs</b> to ensure training is specific to needs and gender, especially women (SOM/12/06/EEC)</li> <li>■ <b>Lack of Theories of Change</b> impact effectiveness of planning and implementation (SOM/06/01/UKM)</li> <li>■ <b>Internal weaknesses</b> such as poor planning, communication and monitoring (SOM/09/01/UND).</li> </ul>

## CONCLUSIONS AND RECOMMENDATIONS

The review of the evaluations of ILO interventions in Somalia indicates that the interventions that incorporate training and post-training support appear to be the most successful. This is the case due to the specific strategies designed to support these – the consistent involvement of stakeholders, matching the skills training with employment opportunities to secure decent work and providing post-training support to ensure sustainability. Other successful intervention strategies identified include the use of community participatory approaches and a specific focus on women and young people.

The stakeholders consultation allowed to shed light on the general appreciation of the work and technical assistance carried out by ILO in Somalia; particularly the vocational skills training and employability programmes were seen as very effective and holistic by the delivery partners. Overall, a **capacity-building approach** is reported to be at the heart of all ILO Somalia projects. Interviewees mentioned multiple examples of how beneficiaries are engaged in decision-making of projects from an early stage and receive tailored and continued support on their way to empowerment.

Alongside training, many programmes (whether for local governments or entrepreneurs) also involve providing funding to start a business, build a road or run a natural resources management project. The beneficiaries are then assisted to utilise the funding and gained knowledge to bring their project to fruition. Thus beneficiaries are enabled to complete future tasks and overcome challenges without assistance from outside agencies.

Also, stakeholders commended the holistic approach the ILO takes to youth entrepreneur empowerment and vocational training, also compared to other agencies. The following factors were seen as outstanding: start up grants are provided to entrepreneurs; they are given follow up support to ensure their business becomes a success; unsuccessful participants in the business plan competition still receive vocational skills training; opportunities for trained youth to meet employers and do work placements are provided.

However, ILO staff, trade union representatives and other agencies interviewed stressed that there has been a lack of activities in the areas of setting labour standards, supporting social protection and social dialogue. So far, topics such as labour administration, OSH, social protection were mentioned in trainings that were delivered as part of some projects and programmes, but there are no stand-alone interventions on any of those topics.

ILO staff explained that this was partly a reflection of the skills set within the team, which lacks expertise in social dialogue but is very strong on infrastructure, youth, women, LED and NRM. Further, it reflects

the institutional realities of Somalia where trade unions, professional associations, employer organizations are few, weak and sometimes questionable in legitimacy.

Delivering the ILO mandate in fragile states may have to take alternative forms. If the classic partners do not exist in the country, the ILO needs to work within the traditional structures, but also contribute towards the capacity building of emerging actors (e.g. the women associations and LED for a) and help to build essential tripartite institutions instead of waiting until they have established themselves.

Based on the evidence gathered for this evaluation, some key **recommendations** for future ILO interventions in Somalia are as follows:

- Considering the current capacity of federal and local governments, more work should be done by ILO in the areas of **labour standard setting**. Stakeholders feel that ‘the timing was right’ – the federal government is relatively stable, local governments have been capacitated – as functioning structures are emerging which could actually implement policies or standards set.
- ILO should initiate work aimed at **institutionalising and empowering trade unions**, in order to strengthen tripartite constituents in the country. This has been reported as being possible only to ILO, which has a comparative advantage – compared to other UN agencies – in the area of building decent work principles and labour standards and promote and develop social dialogue.
- **Regional approach to interventions**. ILO interventions in Somalia should consider the regional dynamics of fragility and possibly programmes need to be based on regional strategies, as fragility does not stay within country borders but affects neighbouring countries.
- **Somali partners need to support the facilitation of the interventions**. This requires their involvement at the programming stage and an alignment of activities with their needs and abilities to assist delivery. The solution to operating in fragile states is not for agencies to increase security and protection for their staff to the extent that they are working removed from the actual communities in artificially created ‘safe’ zones.
- The work in the area of institutional **capacity building** carried out so far should continue, especially at federal level, in order to consolidate the results achieved so far. The work of supporting governments in developing guidelines and policy frameworks, which is seen by stakeholders as the basis of new sustainable systems which are now needed in Somalia, should continue.
- **To improve sustainability and to affect lasting change**, ILO (and other UN agencies active in Somalia) need to engage partners and communities longer than the usual 2-3 year project period. It takes a commitment to tackling fragility and learning to deal with its specific challenges.
- **Tailored solutions to the specificity of the Somalian context should be provided**. As pointed out by stakeholders, in Somalia and more in general in fragile contexts, ILO should assess what is feasible rather than desirable. Traditional routes to impact via traditional partners may not be feasible, therefore the capabilities of the partners on the ground should be thoroughly assessed and the ILO mandate and interventions should be tailored to their needs.
- **ILO should design and implement projects also in the areas in which it has a strong technical expertise**: infrastructure development using labour-based technology, employment creation, natural resource management and local economic development.
- Finally, ILO should continue its work in the area of expansion of the youth programmes as current target numbers are very low in comparison to the number of youth in need; eliminating worst forms of child labour; capacity building of business associations; employment creation in newly liberated areas in South Central in sectors with future potential such as IT and renewable energy.





## SOUTH SUDAN

After more than five decades of near continuous war, and following the six year interim period of the Comprehensive Peace Agreement, the Republic of South Sudan was established on 9th July 2011 and formally admitted into the United Nations General Assembly as the 193rd member state in 14th July and into the African Union as the 45th member state on 15th August 2011. South Sudan Joined the ILO on 29th of April 2012 as the 185th member state. There is not an ILO office or representation in the country, being the ILO-Cairo office responsible for the interventions in South Sudan.

After a period of general euphoria following the independence, the current situation in South Sudan is reportedly very difficult, according to the national stakeholders consulted within this thematic evaluation. Poverty, instability of the socio-political and institutional context, and an overall lack of capacity have been pointed out as the main issues the country is currently facing. The labour market performance is considered poor, and working conditions are in general not satisfactory and often do not meet the minimum levels required by law, also those offered by foreign companies based in the country.

Access to employment is generally linked to available personal networks rather than being based on merit and qualifications of the individuals. The private sector and the NGOs are attracting and absorbing the most capacitated workers who are leaving the public sector for the lack of prospects, job insecurity and reduced net salaries, and this is resulting in further weakening of public institutions, a negative impact on the needed capacity and negative performance of the economy. Furthermore, young, qualified South Sudanese who studied abroad tend to not return to the country for the lack of interesting and relevant job opportunities, and prefer to stay abroad working in high-qualified jobs. In addition, the overall instability and unpredictability of the context prevent national and international investors from investing in the country to generate employment and to support development of local capacity.

Lack of capacity of the tripartite constituents appears to be related mostly to the ‘newness’ of the institutions born after the independence, which do not possess the required ‘know-how’. However, the lack of financial resources – that can be used to support capacity development and training – is considered to be the internal factor that is resulting in weakness and fragility of institutions. The membership density of the Employers’ Association of South Sudan and the South Sudan Worker Trade Union Federation is low, and membership fees are not paid by members.

This context of instability, poverty, displaced population, lack of infrastructure and weak governmental and institutional capacity allow to classify South Sudan as a fragile state<sup>42</sup>. Nevertheless, in South Sudan donors and the international community help focus mostly on humanitarian and livelihood support, while

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<sup>42</sup> South Sudan is a member of the g7+ association, <http://www.g7plus.org/south-sudan/>

capacity building is not reported to be a priority. In this context ILO is considered to play an important role to support the country in getting out of fragility and build resilience of the tripartite constituents.

## WHAT TYPES OF INTERVENTIONS DO WE OBSERVE?

In this section, the type of ILO interventions observed in South Sudan as identified in the review of available evaluative and project document evidence is presented. In addition, the views of the stakeholders consulted in the fieldwork phase, their level of awareness regarding ILO work in the country and their involvement in ILO interventions are reported.

### Thematic focus of interventions

The limited available evidence shows that the ILO intervention in South Sudan has covered the following areas.

In the area of the **support for returnees** in the aftermaths of the civil war and the independence of the country, the project *Stabilization and Early Reintegration Support to Returnees* (SUD/11/03/UND) was carried out across Sudan and South Sudan.

Similarly, in order to **support communities affected by the conflict** in Sudan and South Sudan the project *Sustained Peace for Development: Conflict Prevention and Peace-Building* (SUD/10/50/UND) has been implemented, with the purpose of promote increased access to basic services, increased livelihood opportunities for conflict affected communities, and increased access to justice and significant participation in peace building for women and children.

The support to **youth employment generation** is another area in which ILO has been active within the project *Creating opportunities for youth employment in South Sudan* (SUD/08/50/UND).

In the area of contrast to **child labour**, the multi-country project *Child Labour Tackling Child Labour through Education (TACKLE)* (INT/05/24/EEC) has promoted the access to education as a way to prevent and eliminate child labour in the country.

Finally, **social dialogue** has been promoted through the project *Social dialogue development African Country Programme Outcomes (CPOs) Funded from RBSA in the Thematic Area of Social Dialogue*.

### Types of interventions

ILO action in South Sudan covers the following types of interventions: policy advice, training and technical assistance. Some of the ILO interventions in South Sudan are classified under more than one type as they can involve several activities of different nature.

#### Policy advice

From the available evaluation evidence of ILO intervention in South Sudan, it is clear that policy advice is frequently used as a way to support improvement of employment and livelihood opportunities in the country. The trend here is to support and sustain the implementation of policies and legislation. For example, the joint project *Creating opportunities for youth employment in South Sudan* (SUD/08/50/UND) had a large component of policy advice, through which supported the development of the TVETE (Technical Vocational Education Training for Employment) policy in three line Ministries through a common TVETE Technical Advisor, the development of the draft Youth Policy, and the National Cooperative Strategy in coordination with the Ministry of Agriculture and Cooperatives. The good practices evidenced in these type of interventions are on the one hand the efficient and appropriate allocation of resources (INT/05/24/EEC), and on

the other a flexible approach that has enabled the ILO to respond quickly and effectively to urgent and also emerging needs and priorities, as indicated in the *Independent evaluation of African country programme outcomes (CPOs) funded from RBSA in the thematic area of social dialogue (2013)*.

### Training

The other type of intervention often seen implemented alongside policy advice was training. Training programmes tended to display common trends across their strategies: **vocational training, entrepreneurial training and a focus on skills and business plans** (SUD/08/50/UND, SUD/10/50/UND and SUD/11/03/UND) are often reported in the evaluative evidence. ILO training interventions also demonstrate a number of good practices within these trends, which include: (a) a community participatory approach that was beneficial due to the involvement of respected community leaders, which minimised drop outs (SUD/11/03/UND); (b) the ‘Cattle Camp Initiative’, within the joint project *Creating opportunities for youth employment in South Sudan* (SUD/08/50/UND), which provided mobile training to remote areas and the use of market assessments to evaluate the needs of the individual communities in order to tailor training to the these needs and prevent young people leaving in search of employment (SUD/08/50/UND).

These good practices integrated training and community participation in order to provide the most relevant and appropriate interventions possible.

### Technical advice

Technical advice is the third type of intervention that has been used most frequently by the ILO in South Sudan. The tendency with this type of intervention is to focus on building the capacity of government and tripartite constituents (SUD/11/03/UND, SUD/10/50/UND, SUD/08/50/UND and the *Independent evaluation of African country programme outcomes (CPOs) funded from RBSA in the thematic area of social dialogue*) and advising on awareness raising techniques for issues such as child labour (SUD/08/50/UND). These interventions illustrate a number of good practices that could be used in future interventions such as the prioritisation of activities, which were identified, developed and implemented through a consultative community participatory process (SUD/10/50/UND) and the co-ordination of the project with relevant government authorities, which meant that these officials were put directly in touch with the marginalised communities and this facilitated the construction of a greater feeling of legitimacy regarding the government for these communities (SUD/11/03/UND).

Also, by the time South Sudan joined the ILO in 2012, ILO had contributed to *The South Sudan development Plan 2011-2013* (SSDP), which emphasized the relation between poverty, macro-economy and peace. The plan ‘laid out key priorities as determined through consultations with South Sudanese constituents. Given the fragility and instability of the overall political, economic and security environment, the ILO has taken ‘a flexible and lean approach’ in South Sudan, adapting the DWCP framework in conjunction with other key international and national policy instruments, including the South Sudan Development Plan (SSDF), the INDAF and the UN Peace-building Plan”<sup>43</sup>.

The fieldwork allowed to verify that almost all of the individuals interviewed were aware of the relevant activities implemented by the ILO in the region. However explanation of the levels of awareness with an involvement in the activities varies from one stakeholder to another.

According to the interviewed representatives of the *Employers Association in South Sudan*<sup>44</sup>, the Association was involved since the beginning in the activities of the ILO. The members of the board of the

<sup>43</sup> ILO *Independent evaluation of the ILO’s Decent Work Country Programme Strategies and Activities in North-Africa: 2010-2013*.

<sup>44</sup> The The Employers Association of South Sudan was registered in 2011 and it is one of the social partners of the tripartite workshop on decent work agenda

Association benefited from capacity development trainings provided by the ILO. More in particular, the ILO supported the Employers Association of South Sudan through the following activities:

- *Support to the process of development of the strategic plan of the Association*, although the strategic plan is not finalized yet due to the starting of the conflict in South Sudan;
- *Members of the Association attended capacity development trainings* organized by the ILO in Geneva, Senegal and Brazil.

Also the *South Sudan Worker Trade Union Federation* was invited by the ILO to be involved in ILO activities and in particular benefited from the capacity development activities, through workshops for capacity development and the support for the development of the constitutions of the Unions. Currently the *South Sudan Worker Trade Union Federation* is engaged in the implementation of the Decent Work Agenda in South Sudan and the Child Labour Bill, which have not been approved yet.

The *Ministry of Labour and Public Service and Human Resources Development* of South Sudan is the national counterpart for the ILO in South Sudan. The Ministry was involved with the ILO in South Sudan since 2007. ILO worked close to the government of South Sudan in the capacity development projects. The Ministry was involved in development and maintenance of the tripartite scheme in the country program for Decent Work. Within the Ministry, the *Directorate of the Vocational Training* has reported being familiar with the work of the ILO in the country due to the involvement in the provision of training for the youth, and reported having been supported by the ILO for the development of the *Standardized curriculum for Vocational Training* for Sudan and South Sudan.

The stakeholders emphasised that ILO intervention in South Sudan appears to be in line with its mandate and focused mainly on development of the capacity of its constituents at the local level. Before the independence of the Republic of South Sudan from Sudan the ILO activities in the South used to focus on construction and building activities. In 2012 and after the International Labour Conference and also after accepting the independent South Sudan as member of the ILO, the majority of activities planned focused on provision of **capacity development activities of the national tripartite constituents**.

### Geographical scope of interventions

Most of the interventions illustrated above were implemented on a regional basis within South Sudan, though some did take place nationally. The specific regions that training and technical advice interventions took place in were Wau, Aweil, Kwajok and Muglad, whilst policy advice interventions were offered in Juba, Wau and Malakel. The *Directorate of the Vocational Training* mentioned that the ILO interventions took place in areas involving public institutions under the ministry of labour which include the Vocational Training Centres in the following areas: Juba, Malakal, Wau, Maban, Aluak Aluak.

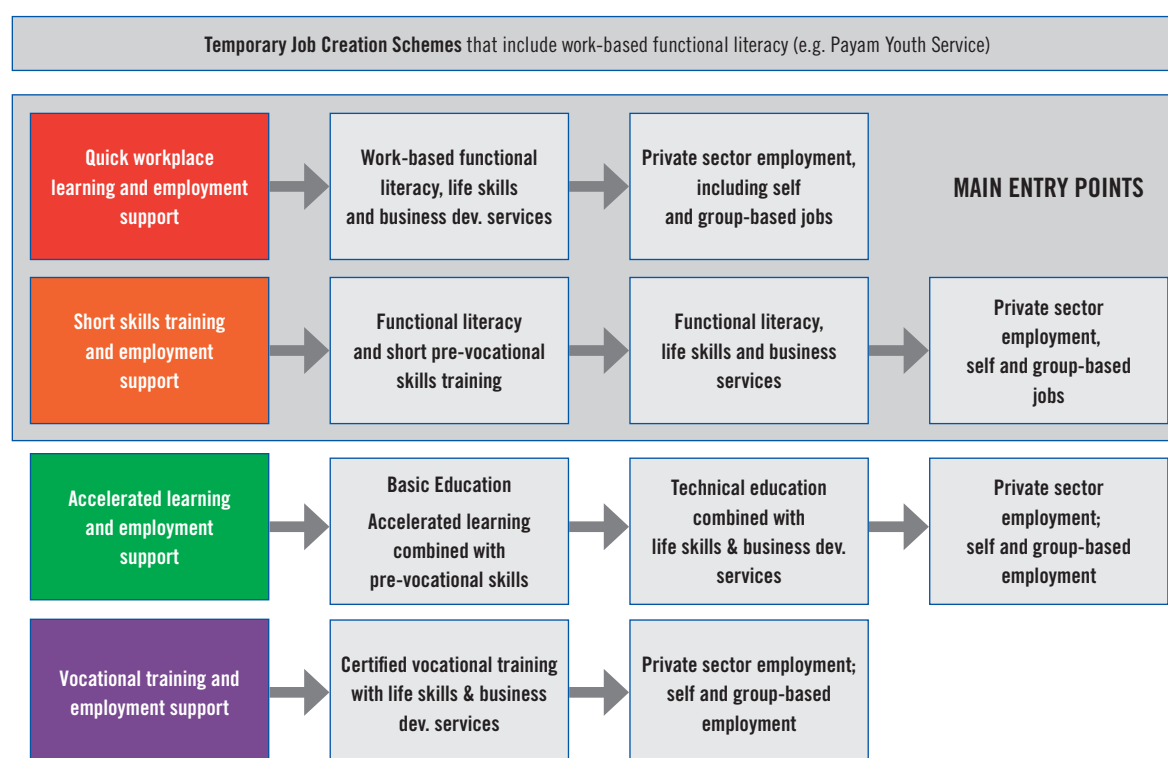
### Integration of interventions

The available evaluative evidence indicates that there was not clear evidence of integrations within the policy advice projects, but the overall integration of policy advice interventions with training interventions to support policy making, legislation or promotion of employment opportunities (for example the project the joint project *Creating opportunities for youth employment in South Sudan* (SUD/08/50/UND)), produced more successful results than if these two forms of intervention had operated independently.

### Is it possible to envisage a ToC behind these interventions?

There is explicit evidence of a Theory of Change behind the planning and design of the joint project *Creating opportunities for youth employment in South Sudan* (SUD/08/50/UND). The logic model and ToC

behind this joint project, “was quite logically articulated and was based on (a) addressing challenges in the enabling environment – mainstream youth in national and State-level development policies and Action Plans, and (b) developing and implementing specific interventions to demonstrate what is possible and what could be done to empower the youth at the local levels (and in the context of their specific labour markets)”<sup>45</sup>. The programme strategy for achieving the objective of job creation was based on demonstrating quick impact activities that are “not constrained by educational barriers using three thematic areas and two primary entry points as the specific pathways to guide implementation activities”<sup>46</sup>. Entry points and pathways to creating youth employment are illustrated in the figure below.



Source: MDGF-YEP/ILO/29 June 2011

However, there is not evidence of ToC behind the planning and design of the rest of the ILO interventions in the country. The lack of this appears to have contributed to issues of sustainability and some weaknesses in policy formulation (INT/05/24/EEC) in the area of ILO interventions for policy advice. Despite these weaknesses, some policy advice objectives were successful – regulation of newly created employment opportunities was achieved by the successful drafting of a new labour law in South Sudan<sup>47</sup>. In the area of training, on the other hand, a ToC seems to be clearly identifiable in these type of interventions, and generally revolved around the premise that skills and training for vulnerable people (particularly returning refugees) would enhance livelihood opportunities, which would contribute to the local economy and produce greater stability, peace and local development (SUD/11/03/UND). Specific successes produced by these programmes include vocational training for 300 people (SUD/11/03/UND), 80 health personnel received in depth training on how to clinically manage rape victims (SUD/10/50/UND) and 692 young men and women received skills and resources to start up their own businesses (SUD/11/03/UND). Despite these successes, some weaknesses and challenges did exist and the most significant of

<sup>45</sup> As reported in *Creating opportunities for youth employment in South Sudan – Final evaluation* (SUD/08/50/UND), p. IV.

<sup>46</sup> *Creating opportunities for youth employment in South Sudan – Final evaluation* (SUD/08/50/UND), p. 6.

<sup>47</sup> Independent evaluation of African country programme outcomes (CPOs) funded from RBSA in the thematic area of social dialogue (2013). (*No project code given in the Inception Report*).

these were identified as demand exceeding capacity, limited amount of teachers willing to travel to rural locations (SUD/11/03/UND), seasonality as a constraint on delivering activities (SUD/10/50/UND). The ToC behind technical advice interventions have common features, which have aided the identification of a specific causal ToC chain: strengthening institutional capacity, which influences economic, social and governance policies, addresses labour market challenges and ultimately contributes to peace and nation building (SUD/11/03/UND). Strategies that seem to support this ToC are the creation of a co-ordinated labour administration system<sup>2</sup>, advice to the local government on how to strengthen and build capacity (SUD/11/03/UND). These strategies are supported by the provision of workshops, governmental support and creating national employment databases to contribute to the development of industrial relations and enhance labour law enforcement.

## WHAT WORKS, FOR WHOM AND WHY?

To get a true measurement of the success of the ILO's interventions in South Sudan and to be able to offer suggestions of good practices for future interventions, the outcomes and beneficiaries must be assessed to determine why an intervention has produced the results that it has. This section will provide a summary of which features of an intervention work, who the beneficiaries are and whether the programme has achieved the desired results for these beneficiaries. This summary will be complemented by examples of the ILO's activities and the resulting outcomes of these and will finish with an overview of the successes, weaknesses, opportunities and challenges of the ILO's interventions in South Sudan. The information extracted by the available evaluative evidence is complemented by the views and information collected from stakeholders during the fieldwork.

## WHAT WORKS?

The outcomes and impacts of the ILO interventions that have been evaluated will be presented in this section with an exploration of the synergies involved, the sustainability and the links to gender equality.

### Outcomes and impact

Some of the key outcomes and impact of ILO interventions in South Sudan are presented here below as reported in the available evaluative evidence and the views of the stakeholders.

- **Policy and legal development:** this outcome is most relevant to the interventions that aimed at preventing child labour and creating opportunities for youth employment and provides legislative power to reduce rates of child labour and also regulates newly created youth employment opportunities, providing stability and empowerment. This outcome has been demonstrated by the significant success of youth issues being embedded into all four pillars (economic, governance, social and security) of the country's national development plan, the drafting of the Youth Policy (SUD/08/50/UND) and the country's minimum age of employment being set at 14 (INT/05/24/EEC). In addition to this, it is worth to mention as well the TVETE (Technical Vocational Education Training for Employment) policy and the National Cooperative Strategy within the joint programme *Creating opportunities for youth employment in South Sudan* (SUD/08/50/UND).
- **Stabilisation and reintegration of returning refugees:** by providing education, vocational training and business plans to vulnerable refugees, it has allowed them to contribute to the local economy, which has reduced tensions between host communities and returning refugees. Interventions focusing on this outcome have successfully reached 1,362 vulnerable young men and women and provided them with basic business management and development skills. They have also reached and benefitted vulnerable groups who have become isolated due to sustained displacement from conflict (SUD/11/03/UND).

- **Creation of employment and income opportunities:** These opportunities allow individuals to improve their livelihoods and also contribute to local economic development. They also prevent a drain of youth who may go looking for employment elsewhere without these opportunities, which have been created through training courses for 315 young people that include skills such as tailoring, welding, auto repair and masonry (SUD/11/03/UND) and linking vocational and skills training to specific market opportunities (SUD/08/50/UND).
- **Promotion of peace and conflict management:** This outcome was a result of an objective that focused on linking low level conflict management with national priorities by encouraging peace building and socio economic recovery within and between vulnerable communities and local authorities. This outcome was achieved through providing training on community level conflict resolution mechanism, identifying three cattle routes which reduced conflict between farmers and pastoralists and building the capacities of the Native Administration in peace management through training of 1,238 leaders on conflict resolution and peace building (SUD/10/50/UND).

The ratification of seven out of the eight ILO core Conventions is reported to have been approved, although the reports due on the application of ratified convention had not been received yet in 2013<sup>48</sup>.

In general, stakeholders consulted in the context of this evaluation agreed that the period of time since the finalisation of ILO interventions in the country is too short to notice tangible impacts on the South Sudanese community, and that a few more years are needed for that, especially in times of peace. However, some outcomes have been reported:

- increased visibility of the country and improved participation of the South Sudanese in the regional and the international forums;
- development of the country Decent Work Agenda (DWA), although it is not finalized yet, but at least a draft document is available (there is not a date for completion of the agenda, but the Ministry of Labour is leading this process);
- development of the South Sudan Labour Bill, which has been submitted to the legislative assembly for approval;
- establishment of the Consultative Labour Group, which meets and acts when required, although it is still needing approval by the legislative assembly;
- formation of the Higher Council for Child Labour and development of the Child Labour Bill;
- trust has been built among the social partners and the government thanks to the involvement of the tripartite constituents in ILO capacity development activities.

## Synergies

Synergies were in place on most of the ILO interventions in South Sudan, but the success of these synergies were mixed, with some evaluations reports reporting the positive influence of synergies and others describing how the synergies had contributed to issues with implementation and progress. On the positive side, SUD/10/50/UND had a number of participating agencies that worked well together to produce good results, for example the IOM and UNDP worked together with IOM constructing a water yard and UNDP providing mitigation training to newly created Water Management Committee and thus, the Committee can manage not only the water yard maintenance but also conflict mediation over water resources when needed. However pace of work differed between agencies due to the large number involved which slowed down implementation of activities in some cases.

<sup>48</sup> Independent evaluation of African country programme outcomes (CPOs) funded from RBSA in the thematic area of social dialogue (2013). (*No project code given in the Inception Report*).



The project *Creating opportunities for youth employment in South Sudan* (SUD/08/50/UND) also encountered problems with having too many UN agencies involved (in addition to ILO with a leading role, IOM, FAO, UNDP, UNESCO, UNPFA, UNICEF, UNIDO and UNOPS were involved) and the roles of the agencies did not reflect their comparative advantages, for example UNICEF was allocated the funds for livelihood training rather than ILO or UNIDO, UNDP handled Labour Market Surveys instead of ILO, which would have been better placed for that. In addition to that, the programme was not designed as a joint programme, strictly speaking, and the agencies not always were delivering according to a common work plan, but were contributing to a common result.

The fieldwork allowed to identify existing positive synergies also with tripartite constituents in the targeted areas. For example, the ILO works closely with the Ministry of Labour and thus is guided by its advices on areas of intervention. Also, coordination between the needs of the different regions and places that are benefited from the intervention of the ILO is reported. In order to make use of this positive synergies, the tripartite constituents formulated a *consultative labour group*, which is however still waiting for the Labour Bill to be passed to undertake its functions. Certainly the ILO work in South Sudan is reported to have contributed, on the one hand, to improve the communication between the members of the tripartite, and on the other to support the development of a collaborative relationship between the social partners and the government. However, the future of the relationship between the tripartite constituents is considered unpredictable, and more professional interaction must be planned beyond the intervention of the ILO.

### Sustainability of interventions

Despite the challenges encountered as the result of South Sudan's fragility, many of the interventions were able to produce results that, according to the available evidence, would be sustainable and long term. For example, in the project SUD/11/03/UND, 60 trainers of trainers (ToT) were trained in order to ensure that there are individuals able to continue implementing the training workshops and developing the skills of the community after the programme ends. Follow up visits also confirmed that many of the project beneficiaries have started up their own businesses in the local communities. In addition to this, SUD/10/50/UND built the capacities of the native administration in peace management and following evaluation, the consensus on this is that it is expected to yield long term, sustainable results due to the consistent involvement of the local communities in the planning and implementation of the project.

Although good sustainability was evidenced in some of the ILO's interventions in South Sudan, there were a number of interventions that did not achieve sustainable results. For the INT/05/24/EEC project, a sustainability strategy was not well developed and the successes that were achieved were only deemed sufficient, or in some cases insufficient, by the final evaluation highlighting the lack of sustainability and success. Furthermore, SUD/08/50/UND encountered many sustainability challenges, which included lack of capacity of the duty bearers at local level to continue with employment based challenges, absence of motivation of the youth to continue participating due to no incentive for volunteering schemes, the strategies being too short to effectively address the youth unemployment challenge and finally, the state governments were faced with budget restraints which rendered them unable to continue with the interventions.

Stakeholders reported the development of relationship of confidence and trust between tripartite constituents of the ILO in South Sudan as the main sustainable impact of ILO action in the country. However, these relationships are still in the convergence and formation stage and the tripartite constituents are in need of extensive support to this extent, including outreach to relevant stakeholders and finding way to positively engage them in the process. Increasing the local ownership for the initiative amongst the tripartite and not rely only on the support of the ILO even in conducting small liaison activities at the local level is considered to be crucial for the sustainability of the ILO intervention in South Sudan. Furthermore, the stakeholders indicated also the developed human resources capacities including knowledge sharing and exchange amongst the tripartite as another lasting impact of the ILO intervention in the country.

## Gender equality

There is not extensive evidence to assess if and to what extent gender equality has been mainstreamed in ILO interventions in South Sudan. Gender equality was only mentioned as a specific focus in two of the interventions (SUD/11/03/UND and SUD/10/50/UND) but both did have many successful results. These successes include providing specific business plan/proposals for women, encouraging gender approaches ‘through conveying simple messages on women and business’ (SUD/11/03/UND) and building and strengthening the capacities of women through mediation, negotiations and conflict resolutions skills training (SUD/10/50/UND). Another specific success that is significant for gender equality was the organisation of a sports day for peace where male youth associations participated alongside female unions and peace messages were delivered and participants’ views exchanged (SUD/10/50/UND). This was a very rare occasion in South Sudan than men and women were able to compete together in a sports event and this increased understanding of each other. SUD/11/03/UND also noted that a focus on gender equality is extremely important as a woman’s improved access to income also has positive effects on the health and nutrition of other household members and children’s access to education.

The fieldwork highlighted that, although South Sudan has a *Ministry of Gender*, yet the component of gender equality has not been tackled well in the ILO interventions so far. Gender equality has not been considered in the capacity development activities, and the achievement of equal employment opportunities for men and women was not thoroughly discussed in the planning of activities. The *Directorate of the vocational training* mentioned that most of the technical skills provided through the ILO activities benefited men more than women, mainly in the area of technical work, where women are not extensively represented: electrical, carpentry, building, and mechanical training was offered. Only few interventions targeted women like computer trainings. Gender equality is considered by stakeholders to be a priority in future planning of ILO interventions in South Sudan, and the Ministry of Gender should be involved.

## FOR WHOM?

The available evidence and the fieldwork allowed to identify a wide range of beneficiaries and stakeholders of ILO interventions in South Sudan. The main target groups of the ILO interventions in South Sudan can be categorised into the following groups:

### Support to high-level stakeholders

The ILO supported the Ministry of Labour in many ways that include support development of policies and regulations. In addition to that, high-level stakeholders of ILO in South Sudan include:

- international organisations including UN agencies and also NGOs;
- National South Sudanese government;
- national policy makers.

### Support to intermediate stakeholders

The ILO supported mainly the capacity of the social partners (the Employers Association and the South Sudan Workers Trade Union Federation) following a tripartite approach, but also the following other stakeholders:

- local government
- regional policy makers
- state governors
- health inspectors.

## Support at local level

The ILO intervention supported local level beneficiaries especially through vocational training activities. The supported groups include:

- young people: the ILO supported establishment of vocational training centre that provide technical training for the youth in Juba and in some of the states,
- private workshop owners (capitated human resources),
- trainers as they are trained on the ILO project as instructors in the VTCs.

Other local beneficiaries include local communities, local businesses, local leaders, farmers, pastoralists, nomadic tribes and vulnerable groups including women, young people, urban returnees and ex-combatants.

Although there was some lack of enthusiasm on the part of the stakeholders (INT/05/24/EEC), there were many successful outcomes for beneficiaries, which offered resources and livelihood options. It was particularly the local level target group who gained the most from these interventions through education, local legislation and regulation, creating employment opportunities, community dialogue sessions and conflict resolution. There have also been some successes for both high level and intermediate level stakeholders too, which include training in conflict resolution and peace building and support with drafting legislation to support the country's development plan.

## WHY?

In this section, the most frequent success factors and the most common challenges as indicated by the evaluative evidence and identified thanks to the fieldwork are reported.

### Success factors

The key success factors of ILO interventions in South Sudan have been extrapolated from the available evaluative and documental evidence and are listed here below:

- use of **community participatory approaches** (SUD/10/50/UND), which allowed a successful social reintegration of returning refugees through enabling their contribution to the local economy (SUD/11/03/UND);
- **approval of relevant legislation**, such as the introduction of minimum age of employment at 14 (INT/05/24/EEC), or a drafting of Youth Policy and youth issues embedded into country's national development plan (SUD/08/50/UND), which are a good starting point to contrast child labour and to regulate youth employment;
- **extensive consultation with stakeholders** throughout the project cycle to ensure support (SUD/10/50/UND);
- **effective focus on gender equality**, which has demonstrated to be useful for the empowerment of marginalised women (SUD/11/03/UND and SUD/10/50/UND);
- **partnership with UN agencies based on technical expertise** rather than just sheer number to ensure maximum success (SUD/08/50/UND);
- introducing **entrepreneurial education** into the traditional system to improve business management and capacity to start up own business (SUD/08/50/UND);
- **training of trainers (ToT)** to ensure sustainability of training programmes (INT/05/24/EEC);
- **use of dedicated websites** to increase visibility and awareness (INT/05/24/EEC).

In addition to these factors, the fieldwork allowed to identify a number of success factors, which in some cases seems to corroborate the existing evidence, which are illustrated here below.

First and foremost, the factor considered to have influenced the achievement of ILO objectives is the enthusiasm of South Sudan citizens in the aftermaths of the independence and their eagerness to contribute to the development of the country. This is reported to have facilitated on the one hand social dialogue, which has been further enhanced by the tripartite nature of ILO intervention in the country, and on the other hand the positive attitude and openness of the government to collaborate with social partners and with ILO in the interest of the new state.

Nevertheless, a number of more specific success factors of ILO interventions have been indicated by the stakeholders consulted.

- **Project design.** In this area the following aspects have been reported as successful:
  - development of the sense of ownership within the local stakeholders;
  - ILO perceived as an institution providing technical assistance rather than a donor;
  - ILO interventions planned to reach also the local levels, and not only the national level;
  - coordination with UN agencies, policies and strategies of the government.
- **Local partnership structures:**
  - good communication and application of transparent approach with constituents;
  - involvement of the government as a partner and opportunities of partnership between ILO and the government also outside the tripartite scheme;
  - support to the tripartite scheme resulting in improved coordination, and reduced duplication in addition to appropriate and more efficient use of resources.
- **Strategic/programmatic focus:**
  - focus on capacity development;
  - focus on development of national policies and pieces of legislation.

## Challenges and barriers

Challenges and barriers of ILO interventions in South Sudan as reported in the evaluative evidence include the following:

- **fragmented approach** and differing paces of work due to the participation of too many UN agencies (SUD/08/50/UND and SUD/10/50/UND);
- **issues of sustainability** in the area of youth employment due to considering youth to be a ‘static phenomenon’;
- **absence of a local ILO office** to support project activities, which resulted in limited implementation (INT/05/24/EEC);
- **demand of training exceeded capacity** and could not cater for the amount of people wanting training (SUD/11/03/UND);
- **seasonality** – rainy season from May to October was a constraint on delivering activities (SUD/10/50/UND);
- **local institutional capacity constraints** influenced the effectiveness of activities (INT/05/24/EEC);
- **ongoing conflict between refugees and host communities** limited success of reintegration (SUD/11/03/UND);
- **rural isolated areas** means it is a challenge for some communities to get access to resources to earn a sustainable livelihood (SUD/11/03/UND);

- **insecurity related to** political conflicts and due to fighting in June 2011, some agencies lost ground presence and caused problems with communication and monitoring (SUD/10/50/UND and SUD/08/50/UND).

Some of these challenges have been reported also by the stakeholders during the fieldwork. The most important of them is the **ongoing conflict, war and insecurity in South Sudan** that results in a number of aspects:

- the withdrawal of the ILO office from the country, which is reported to cause delays in communication and to interfere with a regular flow of information and information sharing;
- the lack of strategic vision in the country, due to the ongoing war and conflict combined with absence of financial resources (inability to apply long term thinking);
- the halt of the transition from relief to human development of South Sudan community, which is seen as a huge set back in the development of human resources and job market in South Sudan.

Also the other challenges reported by the stakeholders seem to refer to an overall picture of fragility, which is impacting negatively on the work done by the ILO in the country. In particular:

- a lack of financial resources is reported, due to the austerity measures introduced in South Sudan, which does not allow for planning measures and activities outside the ordinary (and limited) budget;
- weakness of the economy and the labour market and consequent growing influence and presence of neighbouring countries (Uganda and Kenya) on markets;
- low literacy rate of population and low human capital level;
- ethnicity and tribalism.

Other challenges for the ILO interventions mentioned by the stakeholders include the following:

- lack of sufficient knowledge and information about the specific geographical areas of intervention and their socio-economic characteristics, which affect the interventions scale and location;
- the influence of the international community on the relationship between government and social partners: most of donors prefer to support the social partners than the government, which creates mistrust within the tripartite;
- some ILO interventions have been interrupted and are currently not yet finalised, for example, this is the case of the Decent Work Country Programme, which is currently on hold.

## WHAT WORKS AND WHY: A SUMMARY

Success factors	Challenges
<ul style="list-style-type: none"> <li>■ Use of community participatory approaches</li> <li>■ Approval of relevant legislation</li> <li>■ Extensive consultation with stakeholders</li> <li>■ Involvement and support of tripartite constituents</li> <li>■ Effective focus on gender equality</li> <li>■ Partnership with UN agencies based on technical expertise</li> <li>■ Introducing entrepreneurial education into the traditional system</li> <li>■ Training of trainers (ToT) to ensure sustainability of training programmes</li> <li>■ Use of dedicated websites to increase visibility and awareness</li> <li>■ ILO interventions planned to reach also the local levels, and not only the national level</li> <li>■ Strategic/ programmatic focus on capacity development and on development of national policies and pieces of legislation</li> </ul>	<ul style="list-style-type: none"> <li>■ Ongoing conflict, war and insecurity in South Sudan</li> <li>■ Fragmented approach and differing paces of work due to the participation of too many UN agencies</li> <li>■ Issues of sustainability in the area of youth employment;</li> <li>■ Absence of a local ILO office to support project activities;</li> <li>■ Demand of training exceeding capacity;</li> <li>■ Local institutional capacity constraints</li> <li>■ Ongoing conflict between refugees and host communities</li> <li>■ Rural isolated areas to get access to resources to earn a sustainable livelihood</li> <li>■ Weakness of the economy and the labour market and consequent growing influence and presence of neighbouring countries (Uganda and Kenya) on markets</li> <li>■ Low literacy rate of population and low human capital level</li> <li>■ Ethnicity and tribalism</li> </ul>

## CONCLUSIONS AND RECOMMENDATIONS

The activities carried out within this thematic evaluation in South Sudan allow to identify some conclusive aspects and to formulate a number of recommendations.

The limited available evaluative evidence allowed to identify a number of positive aspects of ILO intervention in South Sudan as long as some challenges that most frequently threatened ILO interventions in the country. Nevertheless, the fieldwork allowed to collect extensive evidence about the role of ILO in South Sudan in the aftermath of the conflict and the independence of the country, also with views to the future.

The work carried out by ILO in South Sudan is generally appreciated and recognised by stakeholders. The work done by ILO during and after the conflict periods, especially in the field of capacity development for building resilience and to provide institutional support is considered the main comparative advantage of the ILO over other UN agencies, in particular because of its tripartite approach, which allows creating an interface between the government, workers and the private sector. Such an approach is seen as susceptible of creating an enabling environment conducive for further development interventions in South Sudan.

The role of ILO in South Sudan is envisaged as crucial in supporting the country to get out from fragility, in particular in enhancing governance and policy making also in areas not immediately linked to the areas covered by ILO (e.g. budget allocation, transparency). The ILO intervention in South Sudan provided a unique support in building national systems and policies that were not thought of by leading national actors (especially the government) even before the independence. The ILO is therefore seen as an institution that should provide advice and long-term support to help the country to get out from fragility.

At the moment the ILO support has come to a halt due to the interruption of its activities in the country for the instability issues, and this is reported to be as a major issue by stakeholders, especially considering the good results achieved so far. The tripartite could not build any sort of local level networking strategy/mechanism so as to survive in the absence of the international support, but on the other hand the drafts of the developed policies and strategies and bills – especially after ratification by the Parliament -, which is seen as a proof that the support provided by the ILO is sustainable overtime. Consulted stakeholders are eager to see resumption of ILO activities in supporting the tripartite constituents in South Sudan.

A number of **recommendations** to improve ILO work in the country and encourage further success for ILO intervention have been identified in the available evaluative evidence and also through the fieldwork.

Recommendations identified in the evaluative evidence include the following:

- improve sustainability by providing more training for trainers (INT/05/24/EEC);
- to have a clear engagement with a ToC during the planning of the intervention (SUD/10/50/UND);
- to ensure that UN agencies are partnered based on their technical expertise and comparative advantages to maximise success (SUD/08/50/UND);
- to limit scope of interventions by focusing on strategic areas that specifically promote sustainable economic growth and development (SUD/11/03/UND);
- to introduce entrepreneurial education into the traditional system (SUD/08/50/UND);
- to provide more support to policy development to strengthen the enabling environment for sustainable youth empowerment (SUD/08/50/UN).

More general recommendations and suggestions for areas of future work of ILO include the following.

- **Continuation of the support to capacity development in South Sudan** – in particular, it is recommended to expand the capacity development trainings to reach to the local level and not to focus only on the national level; to involve a larger number of actors in the vocational and skills development trainings; to increase the number of trainees from the Employers Association, training also the secretariat members and not only the board members.

- **Technical and institutional support** – development and progression of the relationship between the tripartite constituents should be the main focus for further technical and institutional support provided in South Sudan. There has been very positive interaction between them, but any follow up has been done after the interruption of the ILO intervention in South Sudan. This can be attributed mainly to lack of capacity and failure to further develop the Decent Work Agenda and the strategic objectives of the tripartite constituents.
- **Mobilization of financial resources** – for the social partners, dependency on the monthly contributions from the members could not cover for the operational cost and key activities. Linking the tripartite with development partners is crucial in generation of financial resources to pay for rent and the key management activities. This can also help in provision of finances for outreach by the social partners at the local level.
- **Continuation of previously started interventions** – in particular, it is recommended:
  - to finalise the Decent Work Country Programme;
  - to continue the project Tackling Child Labour through Education, as this project is considered very important because the number of children at risk of labour and living in the streets has increased considerably in the country, and a quick and serious action from the ILO in this area is required.
- **ILO should engage in a discussion on the future with tripartite stakeholders** – stakeholders mentioned that the tripartite constituents and the ILO must engage strategically on a discussion to decide the future of the intervention of the ILO in South Sudan.

In conclusion, some more recommendations on future work came from the Directorate of the Vocational Training and the South Sudan Worker Trade Union Federation.

The Directorate of the Vocational Training suggested that the vocational sector is very important for the development of the future of the job market in South Sudan. It can supply the market with qualified and ready to work human resources and it fills the gap in essential technical and vocational areas. Therefore a number of areas for ILO intervention in South Sudan are recommended to be:

- Supporting the construction of new colleges for Vocational Training and Technical Education in South Sudan, with views at improving vocational training standards and outcomes;
- Supporting capacity development of the sector through:
  - Provision of training materials and equipment for the VT intuitions;
  - Further capacity development and ToT in all the institutions related to the VT sector in South Sudan;
  - Expansion of the opportunities – within the ILO program of support – for participation in trainings and international exchange and exposure on the field of the vocational training;
- Focussing more on equitable access to training and capacity development opportunities for women and men, in order to create equal access to employment opportunities in the job market.

In addition, it was recommended that the Directorate of the Vocational Training should be a direct interlocutor for ILO, rather than depending only on the Ministry of Labour to communicate with them. That includes giving the Directorate of the Vocational Training equal opportunities for training and participation in the conferences and the meetings at the national and the international levels.

Finally, South Sudan Worker Trade Union Federation recommended the following specific areas of future collaboration with the ILO:

- to provide training opportunities to more than one person from the Union to facilitate the process of change, also considering equal opportunities issues: previous practices lead to the exclusion of women to participate in training offered by ILO as when there is only one place available, only the leader (a man, normally) is allowed to attend;

- to provide operational support to secure funds to rent an office or to build a new one;
- to provide more training for the government and the Employers Association to help them understand and support the Union;
- to offer more capacity development activities on peacebuilding, as it appears to be more relevant for the grassroots;
- to support the twinning between the Upper Nile in South Sudan and the White Nile States in Sudan for relative environment concerning vocational training and opportunities.





# ASIA

- Afghanistan
- Nepal
- Sri Lanka



Afghanistan has been member of the International Labour Organization since 1934 and so far it has ratified 19 ILO Conventions including five ILO Core Conventions<sup>49</sup>. Despite remarkable achievements to attain economic growth in the country since the fall of the Taliban in 2001, Afghanistan remains one of the poorest countries in the world. The establishment of the International Security Assistance Force (ISAF) to assist the Afghan interim authorities with securing Kabul after the fall of the Taliban regime has been followed by a protracted warfare and guerilla raids conducted by the Taliban, engendering instability and representing a challenge for the strengthening of institutions. Afghanistan is currently part of the g7+ network, a voluntary association of 20 countries that are or have been affected by conflict and are now in transition to the next stage of development.

In 2003 ILO officially established an office in Kabul for the technical and financial support of a number of national programmes and projects in the areas of decent work, social dialogue and employment promotion. As a member State of ILO, Afghanistan has the right to fully participate in the activities of the Organization and to send representatives to the International Labour Conference each year. The Ministry of Labour, Social Affairs, Martyrs and Disables (MoLSAMD) is the nodal ministry representing the government, The Afghan Chamber of Commerce & Industries (ACCI) representing employers and National Union of Afghan Employees (NUAE) representing the workers at International Labour Conference each year.

In this context, ILO has carried out a number of interventions in Afghanistan aiming at supporting government and social partners in a number of fields and at strengthening institutions and processes aiming at generating employment within the framework of the Decent Work agenda, in the last 10 years. Unfortunately, the extremely limited and scattered evidence and information available prevent us from providing an accurate and detailed overview of ILO interventions in the country and their impacts, but allows at least to provide an outline of ILO action in Afghanistan.

## WHAT TYPES OF INTERVENTIONS DO WE OBSERVE?

The types of interventions carried out by ILO in Afghanistan and their thematic focus are described in this section.

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<sup>49</sup> The Conventions ratified are the No. 4, 13, 14, 41, 45, 95, **100**, **105**, 106, **111**, 137, **138**, 139, 140, 141, 142, 144, 159, **182** (in bold the ILO core conventions ratified by Afghanistan).

## Thematic focus of interventions

The available evidence, namely evaluation reports and other policy or project documents, allows to cluster ILO interventions in Afghanistan in the following thematic areas: **strengthening labour market governance and institutions, strengthening social dialogue, prevention and eradication of child labour.**

In the area of **strengthening labour market governance and institutions**, a number of activities carried out by ILO should be mentioned, the most significant one being the *Afghanistan Decent Work Country Programme (2010-2015)*. It set the country priorities and indicates specific measures in the area of employment and decent work promotion, considered a major contributing factor towards post-conflict recovery in Afghanistan. The Afghanistan DWCP (2010-2015) was developed through a process of extensive consultation with the government and social partners. The country priorities set with the DWCP are the following: 1) *Promoting Productive Employment through Labour Market Information and skills development*, 2) *Promotion and application of International Labour Standards with a focus on the ILO Core Conventions* and 3) *Strong and representative Employers' and Workers' Organisations, including sectoral employers' and workers' organisations, contributing to national policy formulation processes and better industrial relations*. Most of the intervention described below have been conceived, designed and implemented within the country priorities set in the DWCP.

Additional ILO interventions in this thematic area include the projects *Expansion of Employment Services to Nine Provinces in Afghanistan* (AFG/03/03M/FRG and AFG/06/01/GTZ), *Employment Services Centre for Returned Refugees and IDPs in Kabul* (05/AB/AFG/RP/375) and the project *Strengthening Labour Law Governance in Afghanistan* (AFG/10/01/USA). Also the activities carried out in projects aiming at strengthening the capacity of collecting data and information in order to support the decision-making processes should be mentioned in this area. This is the case of the projects *Preparatory work for the development of a labour force survey, establishment survey and statistical capacity building* (AFG/1/01/UKM), *Studies on Afghan Competitiveness for job creation – Agricultural value chains* (AFG/12/04/JCA) and the joint project *ILO/UNCHR Livelihood Assessment of 22 Priority UNCHR Sites in Afghanistan* (AFG/12/01/HCR).

In the area of **strengthening social dialogue**, the joint project *ILO/UNDP Implementation of a “National Employment Dialogue”* (AFG/68/011/34) was carried out in 2013; its major outcome was the “National Conference for the creation of Sustainable Jobs in Afghanistan” which took place on 7-8 May 2013.

Finally, in the area of **preventing and eradicating child labour**, only the project *All forms of child labour progressively eliminated* (AFG/12/02/CEF) has been carried out: surprisingly child labour appears to be a low priority for most donors in Afghanistan.

## Types of interventions

ILO action in Afghanistan covers a range of types of intervention. Some of the ILO interventions in Afghanistan are classified under more than one type as they can involve several activities of different nature.

### *Institutional capacity building*

Institutional capacity building of government and other public institutions, as well as of social partners, appears to be quite mainstreamed in the ILO projects in Afghanistan.

The *Afghanistan Decent Work Country Programme (2010-2015)* is the best example of support for institutional capacity building, as its development involved actively the government and social partners in order to contribute to strengthen their capacity of setting priorities, designing strategies and programmes and in planning interventions in the areas of employment and decent work promotion. The DWCP and the

priorities set in it appear to be in line with the objectives outlined by the Human Resources Development Cluster, a joint working group of five government ministries including the MoLSAMD. The DWCP was undersigned by the MoLSAMD, the Afghanistan Chambers of Commerce and Industry (ACCI) and the National Union of Afghanistan Employees (NUAE) and the responsibility for its implementation in under all the actors involved.

Within the national priorities, the DWCP set the expected outcomes, the underpinning strategy to achieve them and the attached indicators for follow up and measurement of degree of achievement.

Within the Country priority 1, *Promoting Productive Employment through Labour Market Information and skills development*, the development of a data collection system (Labour Market Information Systems) to provide detailed and disaggregated information on key labour market indicators, the increase of the offer of training and employment opportunities for women and men, the enhancement of a conducive environment to develop micro and small enterprises and their capacity of generating employment, and finally the economic empowerment of vulnerable groups (in particular women, ex-combatants, returnee migrants and disabled people), were the main actions and expected outcome planned for this priority.

Within the Country priority 2, *Promotion and application of International Labour Standards with a focus on the ILO Core Conventions* the strengthening of the capacity of the Ministry of Labour to ratify and apply the International Labour Standards and to fulfil their reporting obligations, and to develop better labour policy, labour code, labour administration and inspection services, alongside with the elimination of child labour, and the improvement of tripartite constituents to develop policies improving social security coverage, are the actions and expected outcomes within this priority.

Finally, within the Country priority 3, *Strong and representative Employers' and Workers' Organisations, including sectoral employers' and workers' organisations* the strengthening of employers' and workers' organisations in order to expand their capacity of participating in national policy formulation, and the strengthening of the mechanisms for social dialogue and industrial relations are set as the expected outcomes and a consistent strategy and actions to achieve these objectives are described.

Also the projects *Expansion of Employment Services to Nine Provinces in Afghanistan* (AFG/03/03M/FRG and AFG/06/01/GTZ), *Employment Services Centre for Returned Refugees and IDPs in Kabul* (05/AB/AFG/RP/375) and the project *Strengthening Labour Law Governance in Afghanistan* (AFG/10/01/USA) can be classified in this category, as they involved a number of activities such as workshops and technical advise to strengthen the capacity of tripartite constituents in delivering better labour policy and better labour regulation and services to support job-seekers and employers.

### *Studies, research and data collection activities*

The available evidence seems to indicate that this type of intervention has been implemented relatively frequently in Afghanistan in the last 10 years, mostly to compensate the lack of information on a number of crucial aspects of the Afghan population and the Afghan economy, which is actually required to designed evidence-based policy and interventions. Examples of this type of intervention are the following projects:

- *Preparatory work for the development of a labour force survey, establishment survey and statistical capacity building* (AFG/1/01/UKM), which aims at strengthening the capacity of carrying out a number of surveys (namely a Labour Force Survey, and an establishment survey) and therefore at collecting data on the Afghan labour market. More in particular, the actions foreseen within this project ranges from the support for the sample size calculation to the definition of the weights and estimators, the support to identify topics to be covered in the survey to the drafting of the survey questionnaires.
- *Studies on Afghan Competitiveness for job creation – Agricultural value chains* (AFG/12/04/JCA), which was the first of a series of proposed sectoral studies aiming at providing evidence and data on

value chains in several sectors of the Afghan economy. In this initial study, the focus was on a number of value chains in the agricultural sector, and the information collected had the objective of allowing to verify the degree of impact of specific interventions in the sector. Articulated in two phases, the project aimed at carrying out a number of activities (review and collection of existing studies and statistics, scoping visits and training of field researchers, in depth analysis of competitiveness, labour and income of the selected sectors and subsectors in the forms of case studies and report writing) over a period of six months (from February to August 2013).

- *Livelihood Assessment of 22 Priority UNCHR Sites in Afghanistan* (AFG/12/01/HCR), which aimed at providing an assessment of the feasibility and development opportunities of on-going activities of the returnees and host communities and identify provision of financial services, vocational training and business development services, was based on a number of research and data collection activities (mostly on the field), such as household case studies, local businesses mapping, local labour mapping, mobility mapping of labour and business, mobility mapping of education and training, and the mapping of available financial services.
- Finally, the project *All forms of child labour progressively eliminated* (AFG/12/02/CEF), which involved carrying out and publishing a number of studies on child labour and human trafficking.

### Training

The available evidence does not allow identifying large ILO interventions in the area of training. However, an element of training appears to be employed across a number of projects for which evidence is available. This is the case for example of the already mentioned *Preparatory work for the development of a labour force survey, establishment survey and statistical capacity building* (AFG/1/01/UKM), and *Studies on Afghan Competitiveness for job creation – Agricultural value chains* (AFG/12/04/JCA), in which on-the-job training for statistical officers and researcher and training for fieldwork researchers was envisaged. Also the projects *Expansion of Employment Services to Nine Provinces in Afghanistan* (AFG/03/03M/FRG and AFG/06/01/GTZ), *Employment Services Centre for Returned Refugees and IDPs in Kabul* (05/AB/AFG/RP/375) delivered induction training and on-the-job supervision and follow-up training for the members of staff seconded from the MoLSAMD to work in the employment services. These projects provided as well information on training opportunities made available by vocational training providers existing in the country. Within the project *Strengthening Labour Law Governance in Afghanistan* (AFG/10/01/USA) ‘training of trainers’ workshops were carried out for all the tripartite constituents.

### Geographical scope of interventions

Most of ILO interventions in Afghanistan have been implemented on a national basis, in particular those regarding the support for the adoption of International Labour Convention or the support to national level stakeholders and the government (e.g. the DWCP and the project *Strengthening Labour Law Governance in Afghanistan* (AFG/10/01/USA)). However, a number of ILO interventions in Afghanistan took place at a local level, for example the joint project ILO/UNCHR *Livelihood Assessment of 22 Priority UNCHR Sites in Afghanistan* (AFG/12/01/HCR) was carried out in 22 reintegration pilot sites: 7 sites in Central and Central Highland Regions (in Kabul, Parwan and Bamyan), 1 site in the Southern region (in Kandahar), 3 sites in the Northern region (in Balkh, Kunduz, Faryab), 3 sites in the Western region (in Herat and Farah), 7 sites in the Eastern region (in Nangarhar, Laghman and Kunar), and 1 site in the South-Eastern region (in Paktya). Also the project *Expansion of Employment Services to Nine Provinces in Afghanistan* (AFG/03/03M/FRG and AFG/06/01/GTZ), *Employment Services Centre for Returned Refugees and IDPs in Kabul* (05/AB/AFG/RP/375) had a limited geographical scope, being the first project focused on the provinces of Gardez, Ghazni, Herat, Jalalabad, Jowzjan, Kabul, Kandahar, Kunduz, Mazar and Pul-e Khumri, and the second only on Kabul province.

## WHAT WORKS, FOR WHOM AND WHY?

In this section, in order to assess how and to what extent the interventions carried out by ILO in Afghanistan in the field of decent work and employment generation have contributed to build resilience in the country, and to subsequently provide recommendations for future, effective interventions, it is necessary to understand which components of these interventions worked, the beneficiaries of these and most importantly why these have worked in the way that they have. Consequently this section will provide an overview of what works, who benefits and why, accompanied by examples of activities and outcomes resulting from the ILO's interventions and acknowledgement of their role in wider social concerns such as gender inequality, as identified through the review of (limited) existing evidence. The chapter will conclude with an overview of the significant factors that have enabled an intervention to be successful alongside the challenges encountered.

## WHAT WORKS?

The outcomes and impacts of ILO interventions in Afghanistan are presented here accompanied by a consideration of their involvement with gender inequality and whether their results can be deemed sustainable. Following this, the role of synergies in these interventions will be explored and whether this role is a positive one.

### Outcomes and impact

The available evidence allows to identify only to a very limited extent outcomes and impacts of ILO interventions in Afghanistan. They can be illustrated as follows.

- **Approval of International Labour Conventions:** On 7th of April 2010, four International Labour Conventions were signed, namely the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144), the Vocational Rehabilitation and Employment (Disabled Person) Convention, 1983 (No. 159), the core convention Worst Forms of Child Labour Convention, 1999 (No. 182) and the Minimum Wage Convention, 1973 (No. 138).
- **A network of Employment Services Centres:** under the project *Expansion of Employment Services to Nine Provinces in Afghanistan* (AFG/03/03M/FRG and AFG/06/01/GTZ) a network of Employment Services Centres was created, and 87 staff members seconded from the MoLSAMD were trained to provide the needed services and carry out their duties within the project. More recent information points out that such network is not in operation anymore.
- **Jobseekers placed into jobs:** around 12,000 job seekers per year went through a counselling, guidance or referral interview, around 1,500 per year were successfully referred to training courses and around 500 per year were placed into jobs thanks to the project *Expansion of Employment Services to Nine Provinces in Afghanistan* (AFG/03/03M/FRG and AFG/06/01/GTZ) during the 3-years duration of the project.
- **Strengthening of tripartite constituents capacity:** the available evaluative evidence points to this as an outcome of the project *Strengthening Labour Law Governance in Afghanistan* (AFG/10/01/USA).

### Synergies

The available limited document evidence allows to point out the collaboration of ILO with other UN agencies in Afghanistan the last 10 years in the aftermaths of the conflict in at least two projects. In particular, the project *Livelihood Assessment of 22 Priority UNCHR Sites in Afghanistan* (AFG/12/01/HCR) has been carried out jointly with UNCHR and the work carried out by ILO within that project has to be considered as a preliminary activity useful to allow UNCHR to carry out the activities aimed at the refugees in



the 22 sites across the country. On the other hand, some activities within the project *Implementation of a National Employment Dialogue* (AFG/68/011/34) have been carried out with the support of UNDP. This is the case of the ‘National Conference for the Creation of Sustainable Jobs in Afghanistan’, which took place on 7-8 May 2013.

### Sustainability of interventions

There is not extensive evaluative evidence of sustainability of ILO interventions in Afghanistan. Nevertheless, the available evidence, while displaying that in some occasions the objectives of the interventions have not been fully achieved, and the impact is therefore sometimes rather limited (this is the case for example of the project *Strengthening Labour Law Governance in Afghanistan* (AFG/10/01/USA)), there are elements that seem to point out to the sustainability of ILO interventions in the country. For example, the national ownership of the project *Strengthening Labour Law Governance in Afghanistan* (AFG/10/01/USA) is reported for the government and the social partners. This should guarantee a certain degree of sustainability over the time. Also, the participation and the active involvement of the MoLSAMD and its staff in the projects *Expansion of Employment Services to Nine Provinces in Afghanistan* (AFG/03/03M/FRG and AFG/06/01/GTZ), *Employment Services Centre for Returned Refugees and IDPs in Kabul* (05/AB/AFG/RP/375) is considered to be another important element which should guarantee sustainability of the project over the time. Overall, the aspect which should allow the sustainability of the ILO interventions in Afghanistan, limitedly to these projects, is reported to be the strengthening of the capacity of the tripartite constituents and also of the social dialogue in the country.

### Gender equality

The incorporation of the issue of gender equality within ILO interventions in Afghanistan is of a varying extent. In one of the two projects for which evaluative evidence is available, *Expansion of Employment Services to Nine Provinces in Afghanistan* (AFG/03/03M/FRG and AFG/06/01/GTZ), gender equality seems to have been successfully mainstreamed across the activities of the project. In particular, in the project women constituted one of the target groups of jobseekers, and in order to encourage women to seek assistance from the Employment Services Centres specific waiting rooms for women were made available and female vocational counsellors were provided and trained to specifically provide services to female jobseekers. Also, staff of the employment centres themselves was partially constituted by women and more in general all the training activities implied a gender perspective. On the other hand, within the other project for which evaluative evidence is available, *Strengthening Labour Law Governance in Afghanistan* (AFG/10/01/USA), participation and representation of women in the projects’ activities has been rather limited, in spite of the efforts put in mainstreaming gender equality in the project.

### FOR WHOM?

The available evidence of the ILO interventions in Afghanistan point to several beneficiaries and stakeholders. The main target groups of the ILO interventions in Afghanistan can be categorised into the following groups. Overall, although there were limited achievements for some beneficiaries, generally it was the high-level target groups who benefitted the most from ILO interventions in Afghanistan. The evidence available displays in fact that the vulnerable groups and the local communities as a whole were the beneficiaries who were most directly targeted by a rather limited number of projects.

### Support to high-level stakeholders

In the vast majority of the ILO intervention in Afghanistan for which evidence is available the government and some of its ministries (in particular the Ministry of Refugees and Returnees – MoRR – and the

Ministry of Labour, Social Affairs, Martyrs and Disabled – MoLSAMD) represent the main beneficiaries of ILO interventions in Afghanistan.

### Support to intermediate stakeholders

Available evidence displays that social partners constitutes another type of stakeholders who benefited from several ILO interventions in Afghanistan such as *Strengthening Labour Law Governance in Afghanistan* (AFG/10/01/USA) or *Expansion of Employment Services to Nine Provinces in Afghanistan* (AFG/03/03M/FRG and AFG/06/01/GTZ). In addition, to that, institutions such as the Afghan Statistical Office has been the main beneficiary of the project *Preparatory work for the development of a labour force survey, establishment survey and statistical capacity building* (AFG/1/01/UKM).

### Support at local level

Job seekers, and more in general vulnerable groups including women, young people, post-combatant and refugees were the intended beneficiaries of ILO projects *Expansion of Employment Services to Nine Provinces in Afghanistan* (AFG/03/03M/FRG and AFG/06/01/GTZ), *Employment Services Centre for Returned Refugees and IDPs in Kabul* (05/AB/AFG/RP/375).

### WHY?

In this section, the most common successes, weaknesses, challenges and future opportunities that are reported by the available evaluative evidence for Afghanistan are reported.

### Success factors

Success factors identified in the evaluations of ILO interventions include the following:

- **Involvement of tripartite constituents to support social dialogue.** In the final evaluation of *Strengthening Labour Law Governance in Afghanistan* (AFG/10/01/USA) this is seen as an important factor to consolidate peace in fragile states.
- **Provision of technical expertise.** The available evaluative evidence seems to point to this type of intervention as an important element to strengthen the capacity of constituents when it comes to conceptualise, design and implement policy in the area of employment.

### Challenges and barriers

Some of the main challenges to successful implementation of ILO interventions highlighted in the available evaluations include the following:

- **Security and logistics.** In the context of implementation of *Strengthening Labour Law Governance in Afghanistan* (AFG/10/01/USA), this has been seen as an important challenge that should be faced when implementing interventions in post-conflict contexts.
- **Quick and effective decision-making and action.** In the context of the evaluative evidence for the project *Strengthening Labour Law Governance in Afghanistan* (AFG/10/01/USA), decision making and action are considered important challenges in fragile contexts, as the response to unexpected events requires a quick and effective response.
- **Lack of integrated approach and procedures.** This is considered a challenge within the evaluation *Expansion of Employment Services to Nine Provinces in Afghanistan* (AFG/03/03M/FRG and AFG/06/01/GTZ).

- **Women's participation needs to be emphasised.** In male-dominated societies, this is a challenge that should be overcome and the ILO interventions represent a good opportunity for that, as pointed out in the evaluative evidence of the project *Strengthening Labour Law Governance in Afghanistan* (AFG/10/01/USA).

## WHAT WORKS AND WHY: A SUMMARY

The review allowed the identification of a number of success factors and challenges, that are presented here below regardless of the specific thematic area, type, size or scope of the interventions analysed in this review.

Success factors	Challenges
<ul style="list-style-type: none"> <li>■ Involvement of tripartite constituents to support social dialogue</li> <li>■ Provision of technical expertise</li> </ul>	<ul style="list-style-type: none"> <li>■ Security and logistics</li> <li>■ Quick and effective decision-making and action</li> <li>■ Lack of integrated approach and procedures</li> <li>■ Women's participation needs to be emphasised.</li> </ul>

## CONCLUSIONS AND RECOMMENDATIONS

The current situation in Afghanistan does not allow for a more extensive collection of evidence on ILO interventions in the country.

The institutional memory of many of the projects carried out has been lost due to the extremely high turnover of ILO staff, and officials and individuals in relevant institutions. Furthermore, evaluations have been carried out only in a limited number of cases. In addition to that, the current situation of insecurity and instability have impeded to collect information through interviews with relevant stakeholders in Kabul.

Therefore, based exclusively on the very limited and fragmented evaluative evidence available, it appears difficult to formulate recommendations and draft conclusions on ILO interventions in Afghanistan.

“Nepal joined the ILO in 1966. During the earlier years, the ILO Office in Nepal did not have a formal country programme and was represented by the United Nations Development Programme (UNDP). In view of the increasing opportunities and scope of the enlarged portfolio of ILO programmes, the Office of the Senior ILO Adviser was established in January 1994 in Nepal. The Kathmandu Office transitioned to a Country Office in 2000 with a “Director” replacing the Senior ILO Adviser.

One of the most significant contributions of the ILO Office in Nepal from the beginning was in the sphere of employment generation through labour-based activities. The programme portfolios have expanded considerably since 1966, particularly after the establishment of the tripartite structure in the country during the 1990s. Since then the ILO Office in Nepal has made considerable efforts in promoting labour standards and capacity building of its social partners. Promotion of decent and productive employment opportunities for Nepalese men and women is always the primary goal of ILO’s country programme for Nepal.”<sup>50</sup>

Nepal is one of the world’s poorest countries, and is still struggling to overcome the effects of the decade-long civil war that was launched by the Communist Party of Nepal (Maoist) in 1996. A Comprehensive Peace Agreement was signed in 2006, but political instability continues to plague Nepal since the end of the civil war and politicians have yet to agree on a new constitution. Despite Nepal’s progress in meeting Millennium Development Goals targets<sup>51</sup>, such turmoil has limited the country’s recovery and the devastating earthquake that hit Nepal in April 2015 will undoubtedly compound the country’s fragility for many years to come.

In this context, ILO has implemented a range of interventions over the past 10 years, in four main thematic fields: employment promotion; child labour; workplace policy on HIV/AIDS; labour migration; and a selection of other interventions. The principle types of intervention include institutional capacity-building; promoting compliance with national and international labour laws; awareness-raising; employment creation and training; and support for the development of social dialogue. The Decent Work Country Programme (DWCP) 2013-2017 for Nepal seeks to reinforce support through labour legislations, international standards, social dialogue and tripartism. The three main priorities are: promotion of employment-centric and inclusive growth; improved labour market governance and industrial relations; and the promotion of fundamental principles and rights at work.

<sup>50</sup> ILO Nepal <http://www.ilo.org/kathmandu/aboutus/lang--en/index.htm>

<sup>51</sup> Fragile and Conflict-Affected States: Signs of Progress to the Millennium Development Goals <http://www.worldbank.org/en/news/press-release/2013/05/02/fragile-and-conflict-affected-states-signs-of-progress-to-the-millennium-development-goals>

## WHAT TYPES OF INTERVENTIONS DO WE OBSERVE?

The types of interventions carried out by ILO in Nepal and their thematic focus are described in this section.

### Thematic focus of interventions

ILO interventions in Nepal in the last ten years have in particular focused in the following main thematic fields.

A key area of ILO intervention in recent years focuses on **employment promotion**. Jobs for Peace: 12,500 Youth Employed and Empowered through an Integrated Approach in Nepal (NEP/09/01M/UND) aims to increase opportunities for productive employment and income generating activities for un/under employed youth, focusing particularly marginalized poor youth, disadvantaged groups, Dalits and indigenous peoples, and conflict affected. Another key study is Employment Creation and Peace Building through Local Economic Development (EmpLED) (NEP/06/51M/NET), this project focuses on creating jobs through employment intensive infrastructure and value chain upgrading programmes and encouraging entrepreneurship and a culture of enterprise. Similarly ILO has also contributed for capacity building of service providers those involved in skill and enterprise development of 4,008 ex Maoist combatant through UN joint programme UNIRP. Most recently ILO has been involved in employment creation through rural road maintenance 2.9 million estimated paid decent jobs under world Bank funded Government of Nepal programme Strengthening the National Rural Transport Programme (SNRTP), Advocacy for Rights and Good Corporate Governance (UNNATI-Inclusive Growth Programme in Nepal); and Labour Market Information and Employment Services (LIFE).

In the field of **child labour**, key ILO projects include Sustainable Elimination of Child Bonded Labour in Nepal (NEP/00/51/USA) and phase II (NEP/06/50/USA), which focuses on the prevention, withdrawal and rehabilitation, including income generation and vocational training to these children and their families in eight districts in Nepal. Other key studies in this area are Towards Achieving the Elimination of the Worst Forms of Child Labour as Priority (ACHIEVE); and Support to the Implementation of Nepal's National Master Plan on the Elimination of Child Labour.

Another key thematic field of ILO intervention is improving the workplace policy on **HIV/AIDS**. Key interventions include: Employment Creation for People Living with HIV and AIDS (PLHIV); Opening a New Front in the Fight against HIV/AIDS: Prevention for Migrant Workers; and International HIV/AIDS Workplace Education Programme.

ILO is also contributing multi-country projects on **labour migration**. Key ILO projects in this context include: Fair Recruitment and Decent Work for Women Migrant Workers in South Asia and the Middle East; Promoting the Effective Governance of Labour Migration from South Asia; and Global Action Programme on Migrant Domestic Workers and their Families. All of these projects aim to promote decent work for migrant workers.

A selection of other ILO interventions include: Gender Responsive Recovery for Sustainable Peace (GRRSP); Skills Enhancement for Employment Project (SEEP); Trade Unions for Social Justice; Employers activities in Nepal; Occupational Safety and Health Development in Nepal (SHIELD) for promotion of OSH policy and practices to promote decent jobs; and Mason training for 13,000 mason for reconstruction of seismic resilient buildings and other Infrastructure construction after earthquake; Protection of Nepalese Migrant Workers from Forced Labour and Human Trafficking through Better Regulation and Monitoring of Private Recruitment Agencies; Promotion of Indigenous Peoples' Rights in the Constitution Making and State-reform Process in Nepal; Nepal Labour Force Survey; and Strengthening National Rural Transport Programme (SNRTP).

Finally, ILO has also intervened in Nepal as part of wider multi-country or international interventions covering a variety of fields such as green jobs; human trafficking; rural economic empowerment; informal economy; employers' and workers' organisations; social dialogue; and indigenous and tribal peoples.

## Types of interventions

ILO action in Nepal covers a variety of types of intervention. Some of the principal types of intervention are set out below.

### *Institutional capacity-building*

Labour Market Information and Employment Services is a key example of ILO's national work on institutional capacity building. The project aims to facilitate smoother transitions to training and work through expanded public employment services for rural youth in Nepal. ILO will provide a wide range of capacity building activities such as on-the-job training, coaching, specific capacity development workshops, study tours and immersion programmes to the Ministry of Labour and Employment (MoLE), Department of Labour (DoL), public Employment Service Centres (ESC), employers' and workers' organizations and Council for Technical Education and Vocational Training (CTEVT).

Another example is Employment Creation and Peace Building through Local Economic Development (EmpLED) (NEP/06/51M/NET). This project aims to build capacity for the Local Economic Development Forum members and the Ministry of Local Development to sustain and expand local economic development process. Similarly SNRTP working with Government, Department of Local Infrastructure and Agricultural roads (DoLIDAR) and the World Bank to capacitate technically and managerially to District Technical offices and District Development Committees for promotion of labour based Rural Road Maintenance to create decent paid job contributing for reliability of transport connectivity in all weather for 36 district population 14.5 million. ILO has also capacitated Engineering College for Mason training to support reconstruction in Nepal.

### *Technical advice*

In this area, two clusters of intervention are observed:

#### *1. Promoting compliance with national and international labour laws*

ILO promotes compliance with national and international labour laws through projects such as Occupational Safety and Health Development in Nepal (SHIELD), which is designed to strengthen the capacities of the Ministry of Labour and Employment on Occupational Safety and Health and modernise labour inspection system in line with the International Labour Standards on the Occupational Safety and Health Conventions (No.155) and (No.187), and the Labour Inspection Convention (No.81).

#### *2. Support for the development of social dialogue*

The ILO has also intervened to Nepal to promote and develop social dialogue as a means for sustainably addressing key issues. In the field of peace building, it has for example worked with trade unions to get their active involvement and participation in social dialogue around youth employment, freedom of association and collective bargaining and eliminating child labour, as part of its work on Norway Project: Trade Unions for Social Justice in Nepal.

### *Awareness raising*

ILO has key role in raising awareness on crucial issue in Nepal. Advocacy for Rights and Good Corporate Governance (UNNATI-Inclusive Growth Programme in Nepal) aims to raise public awareness on the

importance of responsible business, including the rights and corporate governance. It also focus on improving advocacy for responsible business development, including rights and good corporate governance through an Advocacy Challenge Fund mechanism for disbursing funds through an efficient, fair and competitive process.

### *Employment creation and training*

ILO initiatives to facilitate job creation include the Project on Sustainable Elimination of Child Bonded Labour in Nepal – Phase II (NEP/06/50/USA). Phase II of this project focused on the withdrawal from and prevention of bonded child labour. Through the provision non-formal adult education and vocational training families in targeted districts, families will benefit from supported entry into self-employment through technical support and market linkages or employment in the job market after received the required vocational training. Jobs for Peace: 12,500 Youth Employed and Empowered through an Integrated Approach in Nepal (NEP/09/01M/UND) also provides arrange opportunities for productive employment and income generating activities for unemployed or underemployed young people, including training, entrepreneurship development, access to financial services, and a trust fund for youth led activities. In the same way, SNRTP has created decent employment for 1,850 length workers (M 30%, F 70%) for maintenance of 201 roads in 36 districts. Additionally, Cash for work programme for early recovery has also created 45000 workdays of employment for 1718 person with decent paid for of local communities affected by the earthquakes.

### **Geographical scope of interventions**

The majority of the ILO interventions focused on addressing specific issues (i.e. employment promotion; child labour, decent work, etc.) across Nepal and South Asia. However, some interventions, particularly focusing on child labour and employment promotion did focus on specific areas. These included particular districts of the Terai region (i.e. the Project on Sustainable Elimination of Child Bonded Labour in Nepal (NEP/00/51/USA) and phase II (NEP/06/50/USA); and Jobs for Peace: 12,500 Youth Employed and Empowered through an Integrated Approach in Nepal (NEP/09/01M/UND)); districts in the Eastern region (i.e. Advocacy for Rights and Good Corporate Governance and Gender Responsive Recovery for Sustainable Peace (GRRSP)); and districts in the Far Western region (i.e. Skills Enhancement for Employment Project (SEEP)).

Many interventions are also part of wider multi-country or global programmes. Key examples of multi-country include for example: Green jobs in Asia (RAS/10/50/AUS); Equality and Decent Work Promotion for Asian Women through Prevention of Human Trafficking, Protection of Domestic Workers and Gender Capacity Building (RAS/08/04/RBS); Combating Child Trafficking for Labour and Sexual Exploitation (RAS/02/51/USA); and Way out of Informality: facilitating formalisation of informal economy in South Asia.

Key examples of international interventions include for example: Mainstreaming tripartism across the Netherlands/ILO Cooperation Programme (NICP) and product development for employers' and workers' organizations (INT/06/63/NET); Capacity Building for Employers Organisations on Productivity and Competitiveness (INT/04/39/NOR); Workers' Education Programme on Social Dialogue (INT/04/M09/NOR); Social Dialogue and Youth Employment (INT/06/54/NOR); Promoting the Rights and Reducing Poverty of Indigenous and Tribal Peoples (INT/08/57M/DAN); and Promotion of indigenous and tribal peoples' rights through legal advice, capacity-building and dialogue (INT/08/15/EEC) and to enhance the availability and reliability of transport connectivity for rural communities in 36 districts across the country.

### *Integration of interventions*

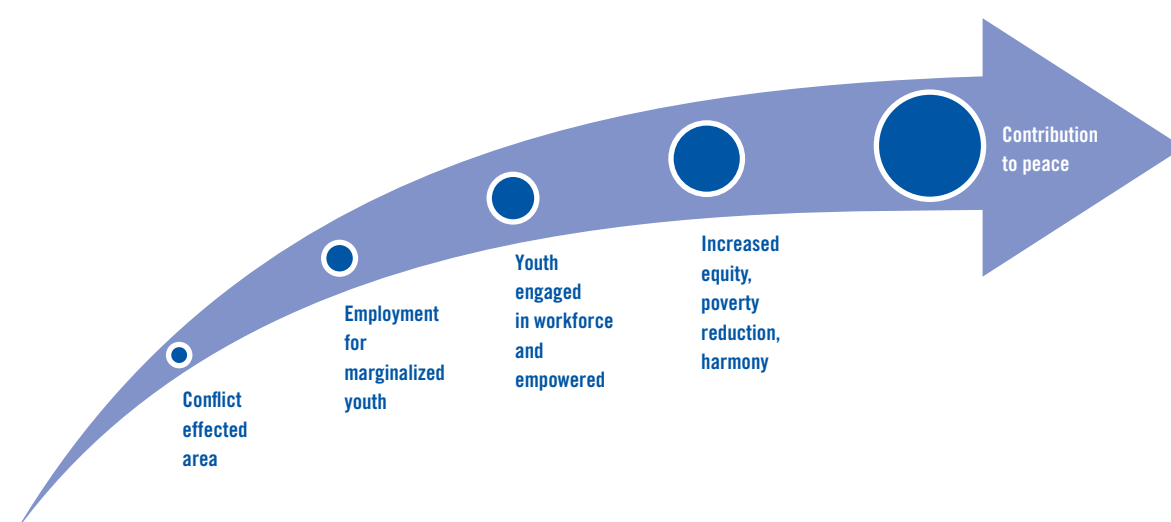
Many of the ILO interventions are integrated within wider initiatives either in Nepal, involving a range of partner organisations which include both other international organisations (e.g. other UN agencies)

and local (Nepali partners) or as part of wider global programmes (see above). For example the Project on Sustainable Elimination of Child Bonded Labour in Nepal – Phase II (NEP/00/51/USA) was a joint project between ILO and IPEC working with Government of Nepal, employers’ organisations, workers’ organisations, NGOs and community organisations. Similarly, SNRTP Program was joint programme of World Bank, government of Nepal, ILO. MEGA Bank and Engineering Institutes are partners for financial services and trainings respectively. Maintenance workers have formal jobs with employment contracts offered by the local governments.

### *Is it possible to envisage a ToC behind these interventions?*

From the available documentation on Nepal, there is one example of a theory of change which is set out in the evaluation of Jobs for Peace: 12,500 Youth Employed and Empowered through an Integrated Approach in Nepal (NEP/09/01M/UND), which is illustrated below:

Figure 1: Programme theory of change



Similarly 1,300 Local Mason trained and 1.32 million paid job days created (out of 2.9 million targeted) for Road maintenance Workers by SNRTP and early recovery programmes.

## **WHAT WORKS, FOR WHOM AND WHY?**

Based on the available evaluative evidence and stakeholders’ views, we set out in this section an overview of what works, for whom and why, including good practice examples, paying specific attention to contextual factors and conditions, as well as to outcomes related to sustainability and gender mainstreaming.

### **WHAT WORKS?**

In this section, we present key aspects of the functioning and results of ILO interventions in Nepal for which evaluative evidence exists, including their contribution to wider goals such as gender equality promotion. Firstly, examples of ILO interventions’ outcomes and impacts have been grouped and are set out. Secondly, specific aspects of the functioning of the projects such as the development of synergies, as well as their contribution to sustainability and gender equality are analysed.



## Outcomes and impact

We present below some of the key impact of ILO interventions in Nepal, as reported in the available evaluative reports.

### *Ratification of ILO Conventions and development of national legislative texts or strategic action plans*

Overall, Nepal has only ratified 11 of the 189 existing ILO Conventions, including only seven of eight core Conventions<sup>52</sup>. As such, a key impact of ILO interventions in Nepal has been to raise awareness on conventions and work towards their ratification. An example includes improving the government's capacity to improve the application of laws and policies that address issues of Indigenous and Tribal Peoples including ILO Convention (No.169), as part of ILO's work on Promotion of Indigenous Peoples' Rights in the Constitution Making and State-reform Process in Nepal.

Based on the consultations with all ILO constituents, the ratification of different ILO conventions was only possible due to ILO support, as "most of the ratified ILO conventions have been integrated in the national legislation. The implementation aspect of the legislation is a challenge as there is lack of resources and mechanism to implement them completely."

### *Boosting social dialogue*

In the evaluation of Sustainable Elimination of Child Bonded Labour in Nepal – Phase II (NEP/06/50/USA), while there is little detail as to what was achieved and how effective ILO's social dialogue activities were, the report does however note that "following the social dialogue and campaign, on the basis of interaction with some of the project target group, there is indication that the implementation of minimum and equal wages is making progress in the project areas."<sup>53</sup>

However, for ILO's project on Green jobs in Asia (RAS/10/50/AUS); a key achievement has been in the level of social dialogue and increased understanding of green jobs amongst the constituents, with clear commitment to furthering activities to this end. For example, "the national conferences and regional conference were landmark events bringing together key stakeholders. The incorporation of green jobs in all participating countries' Decent Work Country Programmes reflects the objective of mainstreaming to some extent, with some countries' worker and labour organisations' also developing their own green jobs policies or incorporating green jobs in their organisational frameworks."<sup>54</sup>

Consultations with a number of employers' and worker's organisations highlighted that ILO's "frequent social dialogue, tripartite consultations are some examples of success", as well ILO has a "good relationship with [our organisation] which seems to have led to increased dialogue and engagement."

### *Awareness-raising*

In terms of awareness-raising, ILO aims to advocate on the issue of child labour and child bonded labour, the final evaluation of Sustainable Elimination of Child Bonded Labour in Nepal – Phase II (NEP/06/50/USA) suggested that the participatory learning and action classes were effective in "bringing women

<sup>52</sup> ILO Ratifications by Nepal [http://www.ilo.org/dyn/normlex/en/f?p=1000:11200:0::NO:11200:P11200\\_COUNTRY\\_ID:103197](http://www.ilo.org/dyn/normlex/en/f?p=1000:11200:0::NO:11200:P11200_COUNTRY_ID:103197)

<sup>53</sup> Unnikrishnan, G. and Krishna Sharma, R. (2010) Final Independent Evaluation. Sustainable Elimination of Child Bonded Labour in Nepal Phase II (NEP/06/50/USA)

<sup>54</sup> Mitchell, L. and Takahashi, T. (2012) Final Independent Evaluation. Green jobs in Asia (RAS/10/50/AUS)

(mostly) together for group leaning, awareness building, confidence building and improving their literacy.”<sup>55</sup>

According to the final evaluation of Equality and Decent Work Promotion for Asian Women through Prevention of Human Trafficking, Protection of Domestic Workers and Gender Capacity Building (RAS/08/04/RBS) the decent work for domestic workers campaigns increased popular awareness by “increasing accurate, locally applicable, information about trafficking and domestic workers for the media, constituents and advocacy organizations. In addition the trainings served as a useful awareness-raising process since materials also communicated messages to broaden stakeholder understanding of trafficking; its definition, causes, and consequences.”<sup>56</sup> Although based on the material in the evaluation, it is difficult to assess the effectiveness of these decent work for domestic workers campaigns and trainings for awareness-raising in Nepal, as “the lasting effect of popular awareness campaigns is impossible to measure, but at least for the period of the project a significant number of people were exposed to new, more accurate, information and positive images of domestic workers because of project engagements with the media and strategic profiling during public occasions such as Migrant worker’s Day, Human Rights Day, International Women’s Day, Day against Child Labour.”<sup>57</sup>

All ILO constituents consulted in Nepal – including Ministry of Labour and Employment, employer and worker organisations – underlined the progress made in terms of awareness-raising thanks to the support of the ILO and the benefits that this has brought. The trade unions underlined that ILO “activities are conducted in cooperation with trade unions to build their capacities which have raised awareness level of workers and workers are aware of their rights. ILO’s cooperation and support have yielded positive results at policy making level too.” Whereas the Ministry of Labour and Employment highlighted that ILO has worked on “increasing awareness on issues of safe migration through information, education and communication generation and promotion which contributes towards the capacity building of migrant workers.” However, according to one trade union, ILO should engage more in “mass awareness programmes where the workers, including the informal sector, should be aware about their rights. To provide for sustainability of its activities, and follow-up programmes need to be organised.”

### *Development of tools*

Employment Creation and Peace Building through Local Economic Development (EmpLED) (NEP/06/51M/NET) is a project that is assisting the Local Economic Development Forum and District Development Committee to “better approach sub-territory planning using economic rationale and tools that can facilitate better targeting of the poor for relevant enterprise, skills and infrastructure project decision-making.”<sup>58</sup> However, the mid-term evaluation recommends that ILO develops “simple new local economic development training materials/manuals and tools suitable for least-developed country situations like Nepal.”<sup>59</sup>

<sup>55</sup> Unnikrishnan, G. and Krishna Sharma, R. (2010) Final Independent Evaluation. Sustainable Elimination of Child Bonded Labour in Nepal Phase II (NEP/06/50/USA)

<sup>56</sup> Pringsulaka, P. and Stearns, L. (2010) Final Independent Evaluation. Equality and Decent Work Promotion for Asian Women through Prevention of Human Trafficking Protection of Domestic Workers and Gender Capacity Building (RBSA –Decent work, Gender equality and Safe migration) (RAS/08/04/RBS)

<sup>57</sup> Pringsulaka, P. and Stearns, L. (2010) Final Independent Evaluation. Equality and Decent Work Promotion for Asian Women through Prevention of Human Trafficking Protection of Domestic Workers and Gender Capacity Building (RBSA –Decent work, Gender equality and Safe migration) (RAS/08/04/RBS) Gender equality and Safe migration)

<sup>58</sup> Adhikary, A. and Katimin, M (2008) Mid-term Independent Evaluation. Employment Creation and Peace Building based on Local Economic Development (EmpLED) (NEP/06/51M/NET)

<sup>59</sup> Adhikary, A. and Katimin, M (2008) Mid-term Independent Evaluation. Employment Creation and Peace Building based on Local Economic Development (EmpLED) (NEP/06/51M/NET)

### *Development of employment opportunities*

ILO interventions in Nepal have also sought to directly generate employment. For example, Jobs for Peace: 12,500 Youth Employed and Empowered through an Integrated Approach in Nepal (NEP/09/01M/UND). According to the final evaluation, “programme teams expect to achieve 68% of the overall target of 12,500 jobs by the end of the programme.” Despite the slow start to the project, logistics difficulties, and development constraints in Nepal, the evaluation regards a success rate of 68% of target on actual jobs created as highly satisfactory, as by comparison “the UNDP Micro-Enterprise Development Programme has achieved reported success rates of around 30-35%.”<sup>60</sup> According to the mid-term evaluation of Employment Creation and Peace Building through Local Economic Development (EmpLED) the project is responsive to prevailing the government’s priorities for promoting growth and employment creation in the economic key sectors of agriculture, tourism and infrastructure as well as environmental conservation. A key feature of the project is the Local Economic Development Forum which brings together a public-private-civil society partnership to address issues on employment opportunities and economic growth.

Consultations with trade unions underlined that ILO’s interventions have only to a small degree contributed to development of employment opportunities, “due to the situation of the country, ILO cannot have a significant effect, but it helps to create some self employment opportunities by providing some kind of training.” As most of the activities are awareness oriented, “they do not contribute to creating opportunities for employment in the country.” SNRTP and early recovery programme has already generated 1.32 million paid job (out of 2.9 million targeted) for Road maintenance Workers and debris clearance.

### **Synergies**

ILO interventions in Nepal have been implemented in close cooperation with both a range of different actors (other international organisations, NGOs, Nepali organisation, bilateral cooperation with several South Asia countries) and with other interventions (implemented by other organisations or by ILO on a wider geographical scale), creating a range of positive synergies.

In terms of cooperation other international organisations, ILO is one of six partners of Global Action Programme on Migrant domestic Workers and their Families, which includes Office of High Commissioner for Human Rights (OHCHR), UN Women, International Domestic Worker Network (IDWN), International Trade Union Confederation (ITUC), Confederation of Indonesia Prosperity Trade Union (KSBSI), European Commission. Another example is Gender Responsive Recovery for Sustainable Peace, which includes UN agencies FAO, UN Women and PBF, relevant Ministries, Government Departments, MEGA Bank, Engineering College, civil society, development partners and NGOs. As such, its interventions are often articulated with those of other international organisations or delivered jointly.

In all its interventions, ILO works closely with Nepali organisations. This includes working with the social partners (government, trade unions and employer organisations in the context of tripartite committees associated with interventions). For example, Green Jobs in Asia Nepal (RAS/10/50/AUS) has several Nepali partners, Ministry of Labour and Transport Management (MoLTM), Ministry of Environment (MoE), employers’ organisations and workers’ organisations.

Positive synergies have also been observed through strong South Asia cooperation in ILO interventions, in particular with India and Bangladesh. Some key examples include Way out of Informality: facilitating formalisation of informal economy in South Asia (Bangladesh, India, and Nepal); Fair Recruitment and Decent Work for Women Migrant Workers in South Asia (Bangladesh, India, and Nepal); and the Middle East (Jordan, Lebanon and United Arab Emirates).

<sup>60</sup> Kumar-Range, S. and Acharya, H. (2011) Final Independent Evaluation. Jobs for Peace Programme: 12,500 Youth Employed and Empowered through an Integrated Approach in Nepal. ((NEP/09/01M/UND)

ILO interventions in Nepal have also been implemented in synergy with wider ILO interventions, such as Social Dialogue and Youth Employment (Cambodia, India, Indonesia, Nepal, Vietnam, and Uganda) (INT/06/54/NOR). There has also been close cooperation with ILO Regional Office for Asia and the Pacific, for example on the Review of the Decent Work Country Programme Nepal 2008–12.

### Sustainability of interventions

Available evaluative evidence points to a number of ways in which ILO interventions have developed their sustainability. In the context of Sustainable Elimination of Child Bonded Labour in Nepal – Phase II (NEP/06/50/USA), the project has supported both the efforts to create an enabling policy environment as well as the communities directly, as the “policy practice linkage should have meaningful impact on long term sustainability.”<sup>61</sup>

The mid-term evaluation of Empowerment of Youth at Risk through Job Creation Programme in Areas of Tension (LEB/11/03/UND) indicates that sustainability of the project was limited, as “most development targeting is at the community, household and government line agency sector levels with limited sustainable impact for growth and job creation,” and in the case of micro enterprise initiatives, there is “no emphasis on sustainability as regards the development of service providers and service markets.”<sup>62</sup>

For Jobs for Peace: 12,500 Youth Employed and Empowered through an Integrated Approach in Nepal (NEP/09/01M/UND), “life skills and values oriented training, and continuation of group activities” appear to be the main areas of the project which are positive sustainability. However, the case of the “Multi-Party Youth Wings coming together to form a new NGO needs further support and nurturing to enable it to become a sustainable youth empowerment organisation.”<sup>63</sup>

Consultations underlined that the ILO’s work in strengthening the capacity of the Ministry of Labour and Employment is also key to ensuring sustainability. According to the Ministry of Labour and Employment, the interventions implemented by the ILO have “a strong sustainability factor. Working closely with the government rather than working separately to establish certain mechanisms creates lasting impact. The work around establishing and strengthening the information management system is seen to be sustainable. The intervention has worked closely with the government to build and operationalise a mechanism which will have a lasting impact.”

Further consultation with Ministry of Labour and Employment also highlight that ILO interventions are sustainable as the “ILO has played a pioneer role in certain areas. The policies and institutional frameworks developed with the technical support of the ILO have been adopted thus leading to sustainability. Similarly, the policies adopted have been translated into and reflected in budget allocation for the implementation through the district government bodies.”

However, certain consultees, in particular from the trade unions highlighted the possible limits to which ILO interventions can be sustainable, “not all of ILO interventions are sustainable. We believe that every project/programme needs to be assessed carefully to have the sustainable component within its structure.”

<sup>61</sup> Unnikrishnan, G. and Krishna Sharma, R. (2010) Final Independent Evaluation. Sustainable Elimination of Child Bonded Labour in Nepal Phase II (NEP/06/50/USA)

<sup>62</sup> Adhikary, A. and Katimin, M (2008) Mid-term Independent Evaluation. Employment Creation and Peace Building based on Local Economic Development (EmpLED) (NEP/06/51M/NET)

<sup>63</sup> Kumar-Range, S. and Acharya, H. (2011) Final Independent Evaluation. Jobs for Peace Programme: 12,500 Youth Employed and Empowered through an Integrated Approach in Nepal. ((NEP/09/01M/UND)

## Gender equality

Evidence from evaluations of ILO projects in Nepal indicates that there has been a particular focus on gender equality, in particular in certain interventions. The project on Gender Responsive Recovery for Sustainable Peace (GRRSP) has for example a particularly strong focus on gender issues. The project is delivered jointly with FAO, UN Women, ILO and PBF. It aims to contribute to further strengthen the implementation of national commitments to women's empowerment and gender equality in the context of peace-building process in three districts, Kavre, Ramechhap and Sindhuli. Employment Creation and Peace Building through Local Economic Development (EmpLED) (NEP/06/51M/NET) also has a particular focus marginalised poor people, especially disadvantaged women and unemployed youth. Consultations with trade unions confirmed that "ILO activities and national policies are aligned to gender equality". Similarly, SNRTP has focused for marginalised people from disadvantaged women and unemployed youth by providing more employment opportunity for women as a result, women employment raised up to 70%.

## FOR WHOM?

The analysis of the available evaluative evidence allows the identification of a wide range of beneficiaries and target groups of ILO interventions in the area of labour protection, ranging from national government officials, decision-makers at national and local level, law enforcement agencies, employers and employers' organisations, workers' organisations, enterprises and workers themselves in a range of different economic sectors and in the informal economy, civil society organisations recruitment agencies, but also the general public and migrant workers themselves. In the majority of instances, constituents of the ILO have been involved in the interventions in some capacity, e.g. as participants in capacity-building activities or on Steering Committees.

Different types of activity are typically linked to target groups at different levels. Three main clusters of interventions can be distinguished: support for high-level stakeholders, support for intermediate stakeholders and support at the local level.

### Support to high-level stakeholders

In Nepal, support was provided in the context of ILO interventions to high-level stakeholders, in particular national ILO constituents. ILO carried out a range of capacity building activities for senior managers in the Ministry of Labour and Employment on Occupational Safety and Health, for example as part of Occupational Safety and Health Development in Nepal (SHIELD). According to the consultations with the trade unions, stakeholders such trade unions, civil society organisations are the main beneficiaries of ILO interventions, "given the mandate and organisational jurisdiction, there are definitely certain groups like the trade unions and civil society organisations that benefit more than other stakeholders, but then again the impact of interventions always have a trickle down effect."

### Support to intermediate stakeholders

ILO projects provide a range of support and capacity building for intermediate stakeholders such as building the capacity of the Government of Nepal, worker's organisations, employer's organisations, NGOs and community organisations. For example, the Sustainable Elimination of Child Bonded Labour in Nepal – Phase II (NEP/06/50/USA). As underlined by the Foreign Employment Promotion Board, employers benefit from ILO interventions as they become aware of the "issues of worker's rights and how to ensure workers' rights. Through a better understanding, the employers are able to build effective relationships with the workers."

## Support at local level

ILO interventions have also provided a range of support measure directly for the local level. For example, Employment Creation and Peace Building through Local Economic Development (EmpLED) (NEP/06/51M/NET) supported local public and private actors to enhance their capacity to establish Local Economic Development Forums in Dhanusha and Ramechhap. Consultations also confirmed that women (in particular unemployed women), children, migrant workers, Janajatis (indigenous people), and young people are the main local beneficiaries of ILO interventions.

## WHY?

In this section, we present key success factors and the most common challenges of ILO interventions in the field of labour protection emerging from the available evaluative evidence.

### Success factors

Success factors identified in the evaluations of ILO interventions include the following:

**Strengthening legal provisions.** ILO has strengthened legal provision through direct engagement and provision of technical support in drafting and amending legal frameworks such the Labour Act, Social Security Act and Foreign Employment Act. ILO has also been working towards the ratification of the Private Employment Agencies Convention (no. 181), and so far the standards and provision of the Convention has been supported. For example, as underlined by Foreign Employment Promotion Board, ILO successfully advocated for the establishment of the “free visa, free ticket directive by which Nepali migrant workers going to Bahrain, Kuwait, Oman, Qatar, Saudi Arabia, United Arab Emirates and Malaysia are officially exempt from paying for the visa and ticket costs.”

**Effective governance of labour migration.** Consultations with the Ministry of Labour and Employment underlined that the ILO has been “actively involved in the review and amendment of the legal frameworks and policies on migration. International standards on the protection of migrant workers have been included in these discussions. Similarly, other ILO interventions promote the protection of rights of the migrant workers.” Trade unions also note that a key ILO achievement was the Agenda 21 – Migration of the South Asian Association for Regional Cooperation (SAARC) Declaration.

**Creating effective partnerships social dialogue.** ILO has been able to promote strong coordination and collaboration with various stakeholders. According to the Foreign Employment Promotion Board, ILO has been able to support ‘environments where there is a better coordination and trust between different government agencies.

**Linking interventions or using an integrated approach to create synergies.** In the final evaluation of Jobs for Peace: 12,500 Youth Employed and Empowered through an Integrated Approach in Nepal (NEP/09/01M/UND), it highlights that there was “merit of having several components in one place was recognised to create synergy, especially given the small size of the programme budget.”<sup>64</sup> Whereas Sustainable Elimination of Child Bonded Labour in Nepal – Phase II (NEP/06/50/USA) adopted the approach of “linking interventions on off farm / on farm training with the participatory learning and action groups’ thereby providing opportunity for the participatory learning and action participants and building synergy with the two interventions.”<sup>65</sup>

<sup>64</sup> Kumar-Range, S. and Acharya, H. (2011) Final Independent Evaluation. Jobs for Peace Programme: 12,500 Youth Employed and Empowered through an Integrated Approach in Nepal. (NEP/09/01M/UND)

<sup>65</sup> Unnikrishnan, G. and Krishna Sharma, R. (2010) Final Independent Evaluation. Sustainable Elimination of Child Bonded Labour in Nepal Phase II (NEP/06/50/USA)

Using participative methodologies to engage local populations. In Sustainable Elimination of Child Bonded Labour in Nepal – Phase II (NEP/06/50/USA), the evaluation highlights for example that that the participatory learning and action classes were “effective in bringing women (mostly) together for group leaning, awareness building, confidence building and improving their literacy.”<sup>66</sup>

Working in close cooperation with key local stakeholders. The final evaluation of Sustainable Elimination of Child Bonded Labour in Nepal – Phase II (NEP/06/50/USA), also highlighted that ILO “increased awareness through advocacy on the part of bonded child labour on local level by NGOs, Trade Unions, Civil Societies, and User’s Groups etc.”<sup>67</sup>

## Challenges and barriers

Some of the main challenges to successful implementation of ILO interventions highlighted in the available evaluations include the following:

- Political instability and localised unrest. In the context of implementation of Sustainable Elimination of Child Bonded Labour in Nepal – Phase II (NEP/06/50/USA), the project witnessed “regular strikes and other political disturbances in the Terai region and extended strikes lasting up to 22 days at a time,”<sup>68</sup> which affected projects achievement of targets. Consultations with the Ministry of Labour and Employment also confirm that the “current political scenario causes various challenges. Similarly, administrative instability as a result of high turnover of government officials is also a challenge which results in institutional memory loss.”
- Weak State institutions and lack of political will. Trade union consultees underlined that a lack of good governance, corruption and impunity are impeding progress, as “a weak government is one of the major challenges for any organisation to perform at its optimum. A committed and stable government will be ideal for ILO to carry out its activities.”
- Intermittent conflict or differences among the social partners. Employers’ and workers’ organisations noted that there is a dissimilarity in the objectives and a lack of understanding between the State and the organisations is a key challenge for ILO.
- Post-earthquake vulnerability. Nepal is undergoing an unprecedented crisis due to the recent earthquake. Labour markets are also badly affected from the major disaster and thousands of working families are in urgent need of support.
- Limited resources and financial constraints. According to the consultations, other drawbacks included the limited resources for policy formation and implementation of ILO conventions and financial constraints for continuation.
- Lack of integrated monitoring procedures. Another challenge highlighted in the final evaluation of Jobs for Peace Programme: 12,500 Youth Employed and Empowered through an Integrated Approach in Nepal (NEP/09/01M/UND), it found that “no integrated monitoring procedures were established”, and that there was “no monitoring or mid-term evaluation reports for the FAO implemented components.”

## WHAT WORKS AND WHY: A SUMMARY

The review allowed the identification of a number of success factors and challenges, that are presented here below regardless of the specific thematic area, type, size or scope of the interventions analysed in this review.

<sup>66</sup> Ibidem.

<sup>67</sup> Ibidem.

<sup>68</sup> Ibidem.

Success factors	Challenges
<ul style="list-style-type: none"> <li>■ Strengthening legal provisions</li> <li>■ Effective governance of labour migration</li> <li>■ Creating effective partnerships social dialogue</li> <li>■ Linking interventions or using an integrated approach to create synergies</li> <li>■ Using participative methodologies to engage local populations</li> <li>■ Working in close cooperation with key local stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>■ Political instability and localised unrest</li> <li>■ Weak State institutions and lack of political will</li> <li>■ Intermittent conflict or differences among the social partners</li> <li>■ Post-earthquake vulnerability</li> <li>■ Limited resources and financial constraints</li> <li>■ Lack of integrated monitoring procedures</li> </ul>

## CONCLUSIONS AND RECOMMENDATIONS

Nepal faces major challenges in terms of political instability, institutional weakness, post earthquake vulnerability, and access to decent work opportunities. In this context, the ILO has implemented a range of interventions over the past 10 years in four main thematic fields: employment promotion; child labour; workplace policy on HIV/AIDS; labour migration; and a selection of other interventions. The principle types of intervention include institutional capacity-building; promoting compliance with national and international labour laws; awareness-raising; employment creation and training; and support for the development of social dialogue. The Decent Work Country Programme (DWCP) 2013-2017 for Nepal seeks to reinforce support through labour legislations, international standards, social dialogue and tripartism. The three main priorities are: promotion of employment-centric and inclusive growth; improved labour market governance and industrial relations; and the promotion of fundamental principles and rights at work.

Analysis of evidence from evaluative material and from consultations with ILO's constituents demonstrates that ILO interventions have had a range of positive outcomes and impacts including: the working towards the ratification of ILO conventions, boosting social dialogue, awareness-raising, development of tools, and development of employment opportunities. Measures have been implemented to ensure the sustainability of ILO actions. ILO projects in Nepal are also contributing to gender equality through a specific focus in certain interventions, and specific targeting of certain schemes to women. The interventions target a mix of high-level, intermediate and local stakeholders.

Success factors of interventions include: strengthening legal provisions; effective governance of labour migration; create synergies; using participative methodologies to engage local populations; working in close cooperation with key local stakeholders. Challenges encountered include: political instability and localised unrest; weak State institutions and lack of political will; intermittent conflict or differences among the social partners; post-earthquake vulnerability; limited resources and financial constraints; and a lack of integrated monitoring procedures.

Based on the evidence gathered for this review, key recommendations for ILO interventions in Nepal, are as follows:

Greater need to demonstrate outcomes and impacts of ILO's interventions. Project teams should focus on improving outcome-level reporting of their projects. To effectively capture outcomes there needs to be better use of baselines, log frames, theory of change, indicators, and monitoring frameworks and tools.

Potential for ILO to play a greater role in international advocacy around issues of foreign employment and labour standards in certain countries of destination. As currently Nepal has limited lobbying power with the countries of destination, therefore ILO with its international presence should advocate with these countries to ensure basic labour rights protection and maintain human rights.

Policies and activities need to address all three constituents, when the government creates a policy it important to see how it will address the needs of all three parties and demonstrate how each of them



benefit from it. For example, over the years the strength of trade unions have increased and they are able to effectively advocate for the rights of workers. However, in some situations the tensions created by misunderstanding of the demarcation of the roles of trade unions can lead to challenges.

Continue and upscale capacity-building and resource support for Nepali institutions such as the Ministry of Labour and Employment, and social partner organisations. The need for such support is still urgent and wide-ranging, both in the short and long term. To ensure the sustainability of ILO action, Nepali actors must have both the knowledge and resources to be able to continue the work.

Widen the reach and increase the presence of ILO interventions in Nepal, as there is a tendency for ILOs work to be centralised. ILO should ensure that there is a greater focus and presence in the districts and not just the Kathmandu Valley.

Exploit all relevant opportunities for partnerships and synergies to enhance impact and leverage resources from different sources. These include: more work with UN agencies or international organisations; cooperation with Nepali institutions and social partners; and; exchanges and cooperation with other countries, where lessons learned in similar contexts can be transferred to Nepal.

Develop a specific focus and understanding of successful strategies to ensure the sustainability of interventions in a fragile context. Requirements are different in a fragile context, and it is essential to adapt strategies to realities such as the post-earthquake recovery in Nepal and political instability. Although ILO's overall mandate is focused on advocacy, in times of crisis and humanitarian situations, ILO needs to have a broader provision and implement accordingly, as focusing only on advocacy in such situations can create tensions.

Continue direct involvement with stakeholders in the identification, planning and implementation of programme activities, rather than imposing ILO guided programmes, which may not be viable from contextual perspective.

Reconsider the label of "fragile states". A number of stakeholders in Nepal were not happy to be labelled as a "fragile state". Although this denomination can perhaps be used for internal ILO purposes, it should be avoided in any communication with stakeholders, in particular due to the multiplicity of types of fragile context. A more appropriate term that could be used is "transitional state."

Sri Lanka was admitted to the ILO in 1948, and the ILO Country Office in Colombo, covering Sri Lanka and the Maldives, was established in 1984.

In 2004 the Eastern and Southern coastal regions of Sri Lanka were hit by the Tsunami resulting from the Indian Ocean earthquake on 26th of December. Sri Lankan authorities reported 30,196 confirmed deaths. One and a half million people were displaced from their homes and extensive damages to houses and economic activities were reported.

A few years later, in May 2009 Sri Lanka emerged from a 30 year long conflict that had impacted the socio-economic fabric of society and governance structures in North East Sri Lanka and resulted in significant population displacement ended with the defeat of the secessionist Liberation Tigers of Tamil Eelam by the Government of Sri Lanka and a total balance of thousands of victims among the civilians.

Following the end of the conflict, the government embarked upon a programme of economic development. As a result Sri Lanka's economy has grown at a healthy rate, and the percentage of the total population living in poverty has declined significantly. According to the Central Bank of Sri Lanka Annual Report 2011, the economy grew by 8.3% in 2011. In that year GDP per capita achieved USD 2,836 and is expected to reach USD 4,000 by 2016. Growth rate for 2015 was 8.3%, and poverty declined by 2%, as illustrated in the Decent Work Country Programme 2013-2017, Labour market indicators display low participation (53.3% in 2014), the unemployment rate in 2014 by 4.3% and an overall conspicuous imbalance between men and women in terms of opportunities in the labour employment: employment rate is 96.9% among men and 93.5% among women, participation rate is 74.6% among men and 34.7% among women<sup>69</sup>.

In this context, the ILO has implemented a range of interventions over the past 10 years, in a number of thematic fields, often aiming at mitigating the impacts of the conflict on the local communities through empowerment and capacity building, but also at strengthening the capacity of the tripartite constituents (and in particular the government) to design and implement policies and interventions in the area of employment.

### WHAT TYPES OF INTERVENTIONS DO WE OBSERVE?

In this section, the types of ILO interventions observed in Sri Lanka are illustrated. This includes: their thematic focus, the different types of intervention (activities), their geographic scope and the degree of integration of different types of intervention.

<sup>69</sup> Sri Lanka Labour Force Survey 2014 [http://www.statistics.gov.lk/samplesurvey/LFS\\_Annual%20Report\\_2014.pdf](http://www.statistics.gov.lk/samplesurvey/LFS_Annual%20Report_2014.pdf)

## Thematic focus of interventions

Available evidence indicates that ILO action in Sri Lanka in the last ten years has been particularly extensive and has covered a large number of fields.

A key area of ILO intervention in Sri Lanka has been the area of **fundamental principles and rights at work**, in which the project *Promoting the Fundamental Principles and Rights at Work in Sri Lanka* (SRL/09/05/USA) was the main intervention aiming at mainstreaming the decent work agenda in the Sri Lankan labour law and labour administration system. The interviewed stakeholders have extensively reported the work done by ILO in this area of intervention, especially in term of support to develop and draft pieces of legislations, programmes and strategies, in addition to the DWCP, as it will be illustrated better in the next section.

The **empowerment and support of local communities** is another key area of ILO interventions in Sri Lanka, especially in the aftermath of the Tsunami and the end of the war, when support to local communities and to returnees to get back to normality was essential to link the humanitarian phase to the post-crisis, development phase. In this area key interventions are the *Integrated Programme for Empowering Conflict Affected Communities to Rebuild their Lives in North and East Sri Lanka (ECAC)* (UDP/AS/09/078), the multi-country project *Support to Sustainable Rural Infrastructure Development Services for Poverty Reduction in the Asia Pacific Region (ASIST AP)* (RAS/04/12/SID), the *Integrated Rural Accessibility Planning Project (IRAP) – A Component of UNOPS' Community Access Programming* (SRL/07/02M/ONU), and the *Income Recovery Technical Assistance Programme (IRTAP) for the planning and co-ordination of the livelihood recovery process in the tsunami affected division in Sri Lanka*.

Another key area is represented by **youth employment**. In this area ILO has delivered the project *Enhancement of employment possibilities in Sri Lanka's Sabaragamuwa Province and its two Districts of Ratnapura and Kegalle, Sri Lanka* ("ILO-Japan Youth Employment Project", SRL/07/01/JPN; SRL/07/04/JPN; SRL/08/01/JPN; SRL/08/02/JPN; SRL/08/04/JPN; SRL/09/02/JPN; SRL/09/03/JPN), and the two multi-country projects *Creating youth employment through improving youth entrepreneurship* (INT/07/09/SDC) and *Youth Employment Network YEN/Sida PROJECT*, aiming at promoting employment opportunities for young people also through the promotion of entrepreneurship among young people.

In the field of **child labour**, the ILO has been delivering projects which aim is to eradicate and prevent child labour. The project *Emergency response to child labour in selected Tsunami affected areas in Sri Lanka* (SRL/05/50/USA) focused on the areas of the country affected by the Tsunami at the end of 2004 and had the objective of delivering a number of activities in the area of education at local and community level able to fight child labour. Two other multi-country projects within the International Programme on the Elimination of Child Labour (IPEC) focused on prevention of child labour and reintegration of children involved in armed conflicts. The aim of the project *Combating Child Trafficking for Labour and Sexual Exploitation* (RAS/02/51/USA) had the objective of augmenting knowledge about child labour, strengthening the capacities of government agencies and NGOs to respond to child trafficking, carrying out activities of prevention of child labour reducing the vulnerability of children through education, and finally establishing support for rehabilitation and reintegration services for trafficked and abused children. Similarly, the project *Prevention and Reintegration of Children Involved in Armed Conflict – An Inter-Regional Programme* (INT/03/P52/USA) was a four-year project implemented in the aftermaths of the cease-fire agreement (which took place in 2002), and aimed at the economic reintegration of children involved in the conflict as combatants.

Another main thematic field of ILO interventions in recent years focuses on the **promotion and development of SME and entrepreneurship** in order to create employment opportunities especially for the most vulnerable. Key interventions in this area are the projects *Micro and small enterprise development for pro-poor growth in Sri Lanka* (SRL/05/03/SID) and *Start and Improve Your Business Project in Sri*

*Lanka* (SRL/01/MO1/SID), which prioritised employment generation through business start-up, business improvement and support to business development (e.g. through support for market access, and improvement of business environment).

The support for the **governance of labour migration** is an additional thematic field in which ILO has been active in Sri Lanka through the project *Promoting decent work through good governance, protection and empowerment of migrant workers: Ensuring the effective implementation of the Sri Lanka National Labour Migration Policy – Phase 1* (SRL/10/08/SDC) and Phase 2 (SRL/12/03/SDC). Main objectives of the project were the strengthening of policy, legal and institutional frameworks related to the migration process, and the protection and empowerment of migrant workers and their families. Labour migration is an important area as the remittances of Sri Lankan migrants represent one of the most important sources of income for the country.

Another field in which ILO has intervened in Sri Lanka is **HIV/AIDS and world of work**. In particular, the project *Social Protection for PLHIV in Sri Lanka by Building Capacity and Enhancing Networking among PLHIV NGOs* aimed at supporting capacity building among NGOs active in prevention activities and support to livelihood across the country, while the global project *Countries and global programmes respond effectively to HIV and AIDS in the world of work including social protection coverage in the informal economy* (GLO/12/63/NOR) focused on developing and enhancing national workplace policy on HIV/AIDS or labour legislation and on promoting HIV/AIDS workplace programmes and action across a large number of countries, including Sri Lanka.

Finally, in the field of **employment promotion**, key ILO interventions are the project JobsNet, which aim was to support the promotion of job opportunities through the matching of demand and supply of work, and the project *Capacity Building for Employment Services and JOBSNET (CABNET)(ILO Accelerated Employment Services Project – AES)* (SRL/03/01M/SID), which aimed at boosting employment opportunities among Tsunami affected jobseekers. Also the project *Green Jobs in Asia* (RAS/10/50/AUS) which aim was the promotion of gender sensitive green job opportunities and the transition for workers and employers towards a low-carbon, climate resilient, environmentally friendly development, should be classified in this category.

## Types of interventions

ILO action in Sri Lanka covers a number of types of intervention. Some of the principal types are set out below.

### *Institutional capacity-building*

Institutional capacity building of government and other public institutions, as well as of social partners, appears to be a common type of ILO intervention in Sri Lanka. Support for capacity building has in fact been provided within the project *Promoting decent work through good governance, protection and empowerment of migrant workers: Ensuring the effective implementation of the Sri Lanka National Labour Migration Policy – Phase 1* (SRL/10/08/SDC) and Phase 2 (SRL/12/03/SDC) in order to strengthen the Foreign Employment Bureau capacity to elaborate and implement relevant legislation, the National Migration Policy and other related initiatives, and also the grievance handling system. Also the project *Promoting the Fundamental Principles and Rights at Work in Sri Lanka* (SRL/09/05/USA) had a strong component of technical support aimed at building capacity of tripartite constituents. This has been confirmed by stakeholders during the fieldwork. ILO has supported extensively capacity building of tripartite constituents, and in particularly the Ministry of Labour and the Foreign Employment Bureau in different areas and with different projects and initiatives, as displayed in the following sections.

### Training

Training is a type of intervention that ILO has carried out extensively in Sri Lanka across several projects and is reported as a tool to achieve capacity building of actors involved. For example, surveillance staff has been trained by Scotland Yard experts to enhance the capacity of the National Child Protection Authority (NCPA) to prevent and contrast trafficking and pedophile activities within the project *Combating Child Trafficking for Labour and Sexual Exploitation* (RAS/02/51/USA). Training has been provided to support the activities related to the Integrated Rural Accessibility Planning Project (IRAP) carried out within in the projects *Integrated Rural Accessibility Planning Project (IRAP) – A Component of UNOPS' Community Access Programming* (SRL/07/02M/ONU) and *Support to Sustainable Rural Infrastructure Development Services for Poverty Reduction in the Asia Pacific Region (ASIST AP)* (RAS/04/12/SID). Similarly, a wide range of training courses and workshops (covering areas such as social protection, value chain, business start up, etc.) were provided to local staff and beneficiaries involved in the project *Income Recovery Technical Assistance Programme (IRTAP) for the planning and co-ordination of the livelihood recovery process in the tsunami affected division in Sri Lanka*.

Training has been often provided also to final beneficiaries, but in some projects the training-of-trainers is the preferred type of intervention, possibly for its multiplicative effect. For example, children aged 14-18 received vocational training in order to support their reintegration into society within the project *Prevention and Reintegration of Children Involved in Armed Conflict – An Inter-Regional Programme* (INT/03/P52/USA). In the project *Green Jobs in Asia* (RAS/10/50/AUS) beneficiaries attended 'green jobs foundation training' basic training in safer work practices. Vocational training to women and children in need of livelihood support was provided within the *Integrated Programme for Empowering Conflict Affected Communities to Rebuild their Lives in North and East Sri Lanka (ECAC)* (UDP/AS/09/078). Within the project *Promoting decent work through good governance, protection and empowerment of migrant workers: Ensuring the effective implementation of the Sri Lanka National Labour Migration Policy – Phase 1* (SRL/10/08/SDC) and *Phase 2* (SRL/12/03/SDC), pre-departure, in-service, post-reintegration training modules have been provided to migrant workers.

### Awareness-raising

Raising awareness on crucial issues is another common form of ILO's activity in Sri Lanka, as an element of awareness-raising is often included in projects carried out in the country. For example, awareness raising on the importance of children's education targeting families and the local community is carried out in Sri Lanka through Multi-purpose Children's Centres ('heart centres') within the project *Combating Child Trafficking for Labour and Sexual Exploitation* (RAS/02/51/USA). This is done offering a place (normally a house rented for this purpose) for children to come to voluntarily for educational purposes offered in a funny and entertaining way. Another example comes from the project *Promoting decent work through good governance, protection and empowerment of migrant workers: Ensuring the effective implementation of the Sri Lanka National Labour Migration Policy – Phase 1* (SRL/10/08/SDC) and *Phase 2* (SRL/12/03/SDC), in which awareness-raising material in the form of information brochures and other material in English, Tamil and Sinhala on specific aspects of the migration process.

### Studies, research and data collection activities

The available evidence indicates that this type of intervention has been part of certain projects in Sri Lanka in the last 10 years, mostly to compensate the lack of information on a number of crucial aspects for the implementation of the project itself. An example of this type of intervention is the project *Combating Child Trafficking for Labour and Sexual Exploitation* (RAS/02/51/USA), which supported data collection through survey on vulnerable children for programming activities. Similarly, a wide range of studies regarding issues related to livelihood recovery in the Tsunami-affected areas and related data collection

activities were carried out within the project *Income Recovery Technical Assistance Programme (IRTAP) for the planning and co-ordination of the livelihood recovery process in the tsunami affected division in Sri Lanka*. Also the project *Enhancement of employment possibilities in Sri Lanka's Sabaragamuwa Province and its two Districts of Ratnapura and Kegalle, Sri Lanka* ("ILO-Japan Youth Employment Project", SRL/07/01/JPN; SRL/07/04/JPN; SRL/08/01/JPN; SRL/08/02/JPN; SRL/08/04/JPN; SRL/09/02/JPN; SRL/09/03/JPN) aimed at producing a large corpus of knowledge through surveys and other research activities to be disseminated in the form of reports or academic articles. Research activities have been carried out as well within the project *Promoting decent work through good governance, protection and empowerment of migrant workers: Ensuring the effective implementation of the Sri Lanka National Labour Migration Policy – Phase 1* (SRL/10/08/SDC) and Phase 2 (SRL/12/03/SDC).

### Technical assistance

Technical assistance is provided by ILO to support constituents or other actors in designing and implementing relevant policies and interventions. For example, within the project *Integrated Rural Accessibility Planning Project (IRAP) – A Component of UNOPS' Community Access Programming* (SRL/07/02M/ONU), in order to support the implementation of road rehabilitation in the aftermath of the Tsunami and to grant access to local communities, ILO has provided technical assistance to UNOPS and the Ministry of Local Government and Provincial Councils (MLGPC) in designing a fund allocation model based on vulnerability, and an Integrated Rural Accessibility Plan (IRAP) in Ampara district in the Eastern province in order to strengthen the capacity of local authorities to plan and prioritise rural transport interventions. This activity was further supported by the four-year project *Support to Sustainable Rural Infrastructure Development Services for Poverty Reduction in the Asia Pacific Region (ASIST AP)* (RAS/04/12/SID). Technical assistance to the Reconstruction And Development Agency (RADA) for the implementation of the Divisional Livelihood Development Plans in the districts affected by the Tsunami was also provided within the project *Income Recovery Technical Assistance Programme (IRTAP) for the planning and co-ordination of the livelihood recovery process in the tsunami affected division in Sri Lanka*.

Technical assistance has been provided also within the project *Local Empowerment Through Economic Development (LEED)* (SRL/10/04/AUS) in order to provide support to local communities of the regions affected by the conflict and the Tsunami, and cooperatives (mainly handicraft producers, farmers, fishermen) for business development and to establish links with (local, national, international) markets and exporting companies (several of the products of the cooperatives, the Red Lady papayas, the crab meat and the sea cucumber, for example, are though exclusively for export towards) and also with markets in the South of the country (for example for the spices or the batik fabrics). The LEED project<sup>70</sup>, which is recognised as a best practice for its bottom-up approach and capacity of mobilise local resources and building capacity at grass-root level, and is very much appreciated by all the interviewed stakeholders not only for its approach, but also for the results achieved<sup>71</sup>, is currently being implemented as well – always with funding by the Australian Aid (1.4 million Australian dollars) – in the Ampara and Batticaloa districts. The focus is however on the value chain of tourism, as the area is considered at a high potential for tourism development and will involve households and local business.

The interviewees have confirmed that technical assistance has been and is currently extensively provided by ILO to the tripartite constituents in a significant number of areas related to employment (as better detailed in the outcomes section). However, the government (although in consultation with the social partners) seems to be the main beneficiary of ILO support through technical advice: a high number of pieces of legislation, policy document, programmes and strategies related to employment have been developed and drafted thanks to ILO support.

<sup>70</sup> For more detailed information [http://www.ilo.org/employment/areas/crisis-response/WCMS\\_181880/lang--en/index.htm](http://www.ilo.org/employment/areas/crisis-response/WCMS_181880/lang--en/index.htm)

<sup>71</sup> For more detailed results [http://www.ilo.org/colombo/whatwedo/projects/WCMS\\_397563/lang--en/index.htm](http://www.ilo.org/colombo/whatwedo/projects/WCMS_397563/lang--en/index.htm)

## Geographical scope of interventions

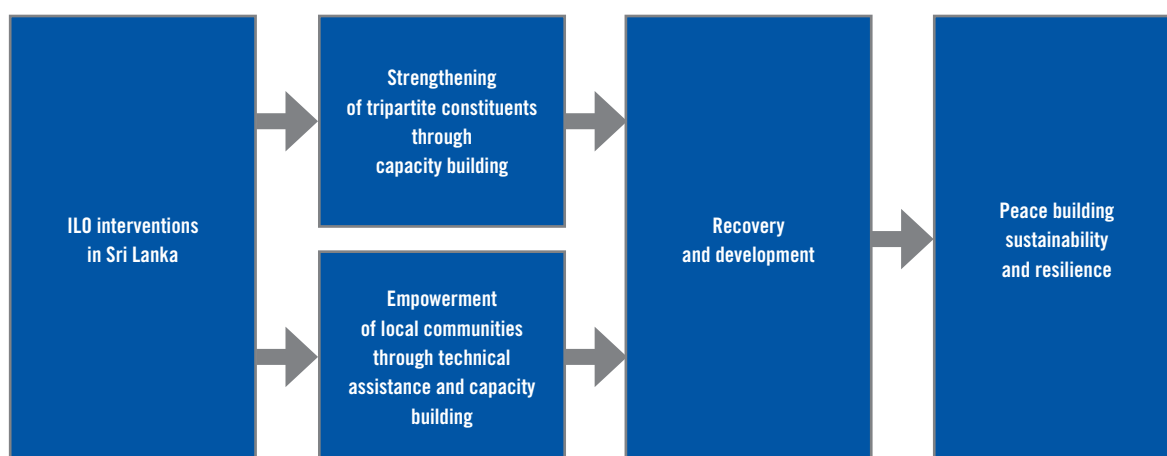
The majority of ILO interventions in Sri Lanka, especially those who were focusing on disaster mitigation or recovery, did focus on specific areas of the country, those particularly affected by the conflict (the Northern and Eastern regions: Ampara, Batticaloa, Mannar, Jaffna, Kilinochchi, Vavunya, Mullaitthivu, and Trincomalee districts) and the Tsunami (the Northern, Eastern and Southern regions: Ampara, Batticaloa, Galle, Hambantota, Jaffna, Kalutara, Kilinochchi, Matara, Mullaitthivu, Trincomalee districts). Other types of intervention, mostly addressed at supporting the tripartite constituents and in particular the Sri Lankan Ministry of Labour and other government departments or agencies, are carried out at national level. Certain interventions are also part of wider global or multi-country programmes.

## Integration of interventions

The available evaluative evidence indicates that frequently ILO interventions in Sri Lanka are integrated within wider initiatives, involving a range of organisations which include other UN agencies, such as UNOPS, and UNPD and national and local partners (e.g. local authorities, cooperatives of farmers, fishermen, etc.). The integration of interventions took place also at local level in the areas affected by the Tsunami and the conflict within the projects of empowerment of local population in conflict-affected areas through economic development, which most remarkable example are the projects *Local Empowerment Through Economic Development (LEED)* (SRL/10/04/AUS), and the Integrated Programme for Empowering Conflict Affected Communities to Rebuild their Lives in North and East Sri Lanka (ECAC) (UDP/AS/09/078). The fieldwork has allowed to identify a more recent project, currently being implemented, funded by the European Union and aiming at supporting the transition of the country from post-conflict assistance to reconstruction and development, the *EU-Support to District Development Programme (EU-SDDP)*. This initiative involves, in addition to ILO, a number of other UN agencies (FAO, UNDP, UNICEF, UNOPS, IFC), its geographical scope is the North-East districts and covers 10 areas of intervention (e.g. income generation, improving sustainable livelihood, improving productive infrastructure, providing access to quality social services), which can be generally clustered as follows: support to poverty reduction, provision of basic infrastructure and services for vulnerable populations; support to local economic development; and strengthening of the local governance<sup>72</sup>.

## Is it possible to envisage a ToC behind this interventions?

No theory of change is reported in the available evaluative evidence. However, based on the available and collected evidence, it is possible to identify the following ToC behind ILO interventions in Sri Lanka.



<sup>72</sup> For more information <http://www.eu-sddp.com/>

## WHAT WORKS, FOR WHOM AND WHY?

In order to provide recommendations for effective interventions in the field of building resilience and strengthening institutions in post-conflict and disaster affected contexts, it is worth understanding what works, for whom, and why. For such reason, based on an extensive analysis of the available evidence in this section an overview of what works, for whom and why, is presented, paying specific attention to contextual factors and conditions, as well as to outcomes related to sustainability and gender mainstreaming. To this extent, the main outcomes and impacts of the interventions as reported in the available evidence, the reasons behind these impacts, the key factors which contributed to the success of the interventions, and the main obstacles and inhibiting factors, are therefore illustrated in this section.

## WHAT WORKS?

In this section, we present key aspects of the functioning and results of ILO interventions in post-conflict, disaster-affected and fragile contexts for which evaluative evidence exists, including their contribution to wider goals such as gender equality. Firstly, examples of ILO interventions' outcomes and impacts have been grouped and are set out. Secondly, specific aspects of the functioning of the projects such as the development of synergies, as well as their contribution to sustainability and gender equality are analysed.

### Outcomes and impact

We present below some of the key outcomes and impacts of ILO interventions in Sri Lanka, as reported in the available evaluative evidence.

#### *Ratification of ILO conventions and development of national legislative texts or strategic action plans*

Sri Lanka has ratified 40 ILO conventions of the 189 existing, including all eight Fundamental Conventions<sup>73</sup> (No. 29, 87, 98, 100, 105, 111, 138, 182). In addition to that, the ILO has also succeeded in translating international labour standards into national action plans or strategies.

The *Sri Lanka Decent Work Country Programme* (2008-2012 and 2013-2017) is a good example of outcome of the support for institutional capacity building, as its development involved actively the government and social partners in order to contribute to strengthen their capacity of setting priorities, designing strategies and programmes and in planning interventions in the areas of employment and decent work promotion. Sri Lanka DWCP is built on four strategic objectives; promoting fundamental principles and rights at work, employment, social protection and social security and social dialogue and tripartism. The DWCP 2013-2017 and the priorities set in it appear to be in line with the objectives outlined in the national programme *Mahinda Chintana, Sri Lanka – The Emerging Wonder of Asia: Development Policy Framework 2010*<sup>74</sup> and the *United Nations Development Assistance Framework (UNDAF) 2013-2017*. The DWCP was undersigned by the Ministry of Labour and Labour Relations, the Employers' Federation of Ceylon (employers' association), the Sri Lanka Nidahas Sevaka Sangamaya, the Ceylon Workers' Congress, the National Trade Union Federation and the National Association for Trade Union Research and Education (NATURE) (workers' associations), and the responsibility for its implementation regards all the actors involved. The country priorities set in it are: 1) Promotion of full, decent and productive employment and enabling environment for competitive, sustainable enterprise development; 2) Strengthened democratic governance in the labour market; 3) Social inclusion and the establishment of a social protection floor.

<sup>73</sup> [http://www.ilo.org/dyn/normlex/en/f?p=1000:11200:0::NO:11200:P11200\\_COUNTRY\\_ID:103172](http://www.ilo.org/dyn/normlex/en/f?p=1000:11200:0::NO:11200:P11200_COUNTRY_ID:103172) [accessed 31/07/2015]

<sup>74</sup> <http://www.treasury.gov.lk/publications/mahindaChintanaVision-2010full-eng.pdf> [accessed 10/08/2015]



Additional examples of the extensive support of ILO to the constituents in Sri Lanka are the *National Human Resources and Employment Policy for Sri Lanka 2012*<sup>75</sup>, which details the policy and planning framework on human capital within the *Mahinda Chintana, Sri Lanka – The Emerging Wonder of Asia: Development Policy Framework 2010*, and the *National Labour Migration Policy for Sri Lanka 2008*<sup>76</sup>, which illustrates the policy framework to ensuring a labour migration process that adheres to principles of good governance and rights and protecting all men and women to engage in migration for decent and productive employment in conditions of freedom, dignity, security and equity.

ILO staff in Colombo has reported a number of additional outcomes of ILO support in this area. In particular, thanks to ILO support and within the DWCP, the National Framework Proposal and Action Plan for Reintegration of Ex-Combatants has been drafted, the Roadmap to eliminate the Worst Forms of Child Labour by 2016 has been developed, the Gender Policy for the World of Work has been formulated, and the Labour Inspection System (LISA) has been computerised and launched in April 2013<sup>77</sup>. Further achievements, as stressed as well by governmental stakeholders, are the development of the National Labour Migration Policy, the adoption by the Government of the National Policy on HIV/AIDS and the World of Work, the submission to the Parliament of the New Occupational Safety and Health Workplace Act, the review of all the social security schemes, the presentation to the Ministry of Labour of a proposal regarding the unemployment insurance scheme, and the drafting of the Labour Inspection Policy. In the area of employment, it is worth to mention that a National Strategy on Tertiary, Vocational Education, and Training Provision for Vulnerable People has been formulated, the Roadmaps to operationalise the National Action Plan for Decent Work and Youth Employment have been developed and a National Co-operatives Policy has been drafted and submitted.

#### *Development of training programmes and tools*

The development and implementation of training programmes and tools has been a cornerstone of the majority of ILO interventions in Sri Lanka. Training is a type of intervention that ILO has carried out extensively in Sri Lanka across several projects and training programmes have been designed and training delivered to a large number of beneficiaries. For example, 1,380 children aged 14-18 received vocational training in order to support their reintegration into society within the project *Prevention and Reintegration of Children Involved in Armed Conflict – An Inter-Regional Programme* (INT/03/P52/USA). In the project *Green Jobs in Asia* (RAS/10/50/AUS) 110 beneficiaries attended ‘green jobs foundation training’ provided, and 4,000 waste management workers provided themselves basic training in safer work practices. Vocational training to 1,000 women and children in need of livelihood support was provided within the *Integrated Programme for Empowering Conflict Affected Communities to Rebuild their Lives in North and East Sri Lanka (ECAC)* (UDP/AS/09/078). Nevertheless, more detailed evidence on the training provided and number of attendants is not widely available in the relevant evaluative evidence.

Interviews with ILO staff has allowed to identify some additional achievements in this area, such as the training and sensitisation on Human Trafficking and forced labour of 80 judges, 35 state prosecutors and 75 officers of pre-departure training centres; a comprehensive training module on human trafficking and forced labour was developed and incorporated into the labour law syllabus and Child Rights syllabus; country-specific handbooks were developed and distributed benefitting approximately 38,350 Sri Lankan migrants; about 1,000 conflict affected youth were assisted with livelihood support through provision of skills training. Training – supported by the ILO – has been provided to constituents, for example members of the Employers’ Federation of Ceylon, the Sri Lanka Foreign Employment Bureau, mostly with views to capacity building activities.

<sup>75</sup> <http://www.nhrep.gov.lk/> [accessed 10/08/2015]

<sup>76</sup> [http://www.ilo.org/colombo/whatwedo/publications/WCMS\\_114003/lang--en/index.htm](http://www.ilo.org/colombo/whatwedo/publications/WCMS_114003/lang--en/index.htm) [accessed 10/08/2015]

<sup>77</sup> According to the Ministry of Labour representative, the project is currently being implemented and benefitted so far from around 1 million USD funding by the ILO, in addition to an extensive technical support, which provided support also

### *Development and consolidation of knowledge*

Through the production of studies and data collection activities, the ILO has also contributed positively to the development of a knowledge base in the fields of intervention in Sri Lanka. For example, between 2006 and 2007 15 studies regarding issues related to livelihood recovery and employment in the Tsunami-affected areas and related data collection activities were carried out and delivered within the project *Income Recovery Technical Assistance Programme (IRTAP) for the planning and co-ordination of the livelihood recovery process in the tsunami affected division in Sri Lanka*. A large number of reports has been produced within the project *Enhancement of employment possibilities in Sri Lanka's Sabaragamuwa Province and its two Districts of Ratnapura and Kegalle, Sri Lanka* ("ILO-Japan Youth Employment Project", SRL/07/01/JPN; SRL/07/04/JPN; SRL/08/01/JPN; SRL/08/02/JPN; SRL/08/04/JPN; SRL/09/02/JPN; SRL/09/03/JPN).

### *Employment generation*

Fieldwork allowed to identify a number of outcomes of this type of intervention. For example, about 350 persons with disabilities accessed employment through the Employers' Disability Network and 38 private sector companies registered with the network; 25 co-operatives were created and revived, and 2,000 salaried and self-employed jobs were generated.

### *Social dialogue development*

Fieldwork has allowed to identify several outcomes in the area of social dialogue development.

ILO supported the establishment of a Centre for Trade Union Unity, which should allow for uniting the highly fragmented trade union movement in Sri Lanka. In the aftermath of the war, ILO supported the larger trade union of the country, the Sri Lanka Nidhas Sevaka Sangamaya (SLNSS), to open an office in Jaffna, which was officially inaugurated on the 30 of July 2011 and allowed to increase membership in the area.

ILO supported the establishment of the National Labour Council, which is a tripartite consultative body representing and putting together employers and employees. Also, as reported by the SLNSS, ILO is supporting the implementation of a Labour Dispute mechanism in the public sector, as the public sector is not covered by labour law, and therefore social dialogue mechanism in the public sector are needed.

Strengthening of social dialogue is reported as well by the Employers' Federation of Ceylon, which indicated how ILO support to the federation and all the activities of capacity building provided allowed for a change of mentality of employers and resulted in an increased openness to dialogue with trade unions and the government on issues related to employment.

Finally, ILO supported the establishment of the Association for Dialogue and Conflict Resolution, as reported by ILO staff.

### **Synergies**

The available evaluative evidence and fieldwork findings indicate that a number of ILO interventions in Sri Lanka have been implemented in cooperation with different actors (other UN agencies organisations, NGOs) and with other interventions. This cooperation is reported to have been positive in some of the available evaluative evidence. For example, in the project *Prevention and Reintegration of Children Involved in Armed Conflict – An Inter-Regional Programme (INT/03/P52/USA)*, the cooperation between NGOs, UN agencies, donors, employer's organisations, workers' organisations and cooperative societies, as well as multiple government partners, benefitted the project activities and went on to support the

expansion of vocational training programmes<sup>78</sup>. Also the evaluative evidence regarding the *Integrated Programme for Empowering Conflict Affected Communities to Rebuild their Lives in North and East Sri Lanka (ECAC)* (UDP/AS/09/078), in which UNICEF and UNDP were partnering with ILO, stressed the positive impact of inter-agency collaboration, which entailed the formation of wider social networks and extension of networks to enhance human security in the areas affected by the conflict. The fieldwork has allowed to identify as well collaborations with UNAIDS, UNPFA and UNDP on a project on gender-based violence, and with UNDP, FAO and UNICEF on reintegration of youth affected by conflict in the North and East of the country. Collaboration with UNCT, and with UNDAF, UNDP and UNICEF on a number of other activities has also been reported. ILO has been working also with IOM on trafficking and labour migration issues. However, the need for strengthening the inter-agency coordination for joint programming at district-level has been reported. On the other hand, a lack of interaction between agencies has been reported by OCHA, UNDP and EU representatives, who have emphasised how the design and the allocation of roles and tasks to the agencies involved in the same project does not allow for real interaction, being each agency responsible for activities related to its mandate.

Positive collaboration between ILO and constituents has been frequently reported by interviewees. For example, the Employers' Federation of Ceylon, the main employers association counting with 610 members who employ more than 1 million people across the country, and a tradition of more than 80 years of work, has been involved or had the ILO support in a number of initiatives, such as the LEED programme (through the National Chamber of Exporters), a project to promote employment of disable people (also resulting from the conflict) at national level and the support for the Employers' Disability Network. ILO has also collaborated with a number of additional actors, such as Ministries, trade unions and local cooperatives.

### Sustainability of interventions

Sustainability of ILO interventions in Sri Lanka has been reported unevenly in the available evidence. In some projects the **involvement of tripartite constituents** seems to be an element which can guarantee by itself sustainability of the project over time, also in absence of a proper written sustainability implementation strategy. In other projects the **capacity building activities at local level and the involvement of local communities** like in the project *Local Empowerment Through Economic Development (LEED)* (SRL/10/04/AUS), is reported to be an important element to ensure sustainability over time.

In the evidence related to the *Integrated Programme for Empowering Conflict Affected Communities to Rebuild their Lives in North and East Sri Lanka (ECAC)* (UDP/AS/09/078), sustainability is linked to the **availability of sustainability plans**. On the other hand, however, sustainability is clearly related to the **capacity building of government institutional partners and service providers and civil society partner organisations**, which is considered important for programme sustainability.

Finally, in the evaluation of the project *Capacity Building for Employment Services and JOBSNET (CABNET)(ILO Accelerated Employment Services Project – AES)* (SRL/03/01M/SID), sustainability is conceptualised in relationship with the private ownership of JobsNet<sup>79</sup>.

The fieldwork has allowed to assess sustainability of some ILO interventions, especially those based on a bottom-up approach in the area of local development, such as the LEED project or the ECAC project.

<sup>78</sup> Final evaluation of *Prevention and Reintegration of Children Involved in Armed Conflict – An Inter-Regional Programme* (INT/03/P52/USA), page 23.

<sup>79</sup> 'The JobsNet is a permanent private sector organisation which works closely with the employers and gained the confidence of jobseekers. This will help to continue the Project activities, namely, the registration of jobseekers, placement of jobseekers for employment and placement of on the job trainees to enterprises for those who are in need of such facilities. Therefore, there is no doubt that the sustainability of systems established by the Project will be maintained', Final Independent Evaluation Report of *Capacity Building for Employment Services and JOBSNET (CABNET) (ILO Accelerated Employment Services Project – AES)* (SRL/03/01M/SID), page 34.

Fieldwork visits to a number of cooperatives<sup>80</sup> who benefitted or still benefit from ILO technical support in the North of the country has confirmed that cooperatives are currently working successfully, even when support has been withdrawn or is phasing out, and they are locally employing a significant number of women and other vulnerable people affected by the conflict. Sustainability is ensured by the fact that a cooperative system had existed and was supported by the local public institutions in the areas of the North already prior to the conflict, but collapsed as a consequence of the conflict, mostly due to the displacement of population and the death of many civilians. ILO, through LEED project has helped to rebuild the social networks and the trust on which a cooperative system relies, while at the same time has empowered local communities through the development of relevant skills and capacities. Also the ECAC project, already concluded some time ago, has promoted the creation of a Business Resource Centre, which employs civil servants as permanent staff and is currently active in creating decent jobs and stimulating local economic activity in the district of Vavunya through the provision of appropriate technological skills and financial support, engaging the private sector, introducing approaches and tools for value chain development, entrepreneurship and enterprise development, linkages with microfinance institutions, skills development, as well as institutional capacity building. In this area support to local handicraft producers of candles, palmyra-based objects, leather products and batiks has been provided with views to help to market (through fairs and market) and develop (through training and capacity building activities, in addition to financial support) their products. Also, support to women's associations has been offered and a microfinance project has been implemented (with the financial contribution of ILO). Sustainability is also ensured by the funds allocated by the government to the Business Resource Centre to continue providing support services at local level till 2017.

In the area of ILO interventions in other areas, such as capacity building, according to the Ministry of Labour sustainability of interventions in this area is ensured by a strong commitment of all the implementing stakeholders (normally tripartite partners). Also the availability of functioning M&E systems is seen as an important tool to follow up interventions over the time, and therefore to identify problems when they arise.

### Gender equality

Available evaluative evidence seems to highlight that gender equality is an issue in Sri Lanka and that the gender equality aspect has not been properly mainstreamed in a number of projects. In spite of some projects having specifically targeted women (such as the *Integrated Programme for Empowering Conflict Affected Communities to Rebuild their Lives in North and East Sri Lanka (ECAC)* (UDP/AS/09/078) and the project *Local Empowerment Through Economic Development (LEED)* (SRL/10/04/AUS)), and other having mainstreamed and integrated in the project design gender equality (for example in the projects *Countries and global programmes respond effectively to HIV and AIDS in the world of work including social protection coverage in the informal economy* (GLO/12/63/NOR), *Micro and small enterprise development for pro-poor growth in Sri Lanka* (SRL/05/03/SID) or *Creating youth employment through improving youth entrepreneurship* (INT/07/09/SDC)), in several other projects gender equality has not been properly addressed.

Interviewed stakeholders have frequently indicated gender equality as a problematic area, which would need specific attention and prioritised in interventions.

<sup>80</sup> Some of the cooperative visited for this evaluations are: Vavunya North Fruit Grower's Cooperative Society, the Integrated Farmers Thrift and Credit Cooperative Societies Union (IFTCSS) in Mullaitivu district, the crab processing plant run by Taprobane Seafoods Ltd in partnership with Iranaimathanagar Fishermen's Co-op Society, the Vinayagapuram Farmers' Cooperative Society in Mulankavil.

## FOR WHOM?

The analysis of the available evaluative evidence allows the identification of a wide range of beneficiaries and target groups of ILO interventions in Sri Lanka, ranging from decision-makers at national level, employers' organisations, trade unions, local communities and individuals belonging to vulnerable categories, NGOs. In the vast majority of cases, tripartite constituents have been involved in the interventions in some capacity.

### Support to high-level stakeholders

In Sri Lanka, significant and very extensive support has been provided and it is currently still provided to high-level stakeholders. In particular, the Ministry of Labour, the Ministry of Foreign Employment – Bureau of Foreign Employment, and other Government ministries and agencies are benefitting from ILO support in Sri Lanka.

### Support to intermediate stakeholders

ILO projects provided support and capacity-building for intermediate stakeholders such as trade unions, employer representatives and NGOs, for example within the project *Social Protection for PLHIV in Sri Lanka by Building Capacity and Enhancing Networking among PLHIV NGOs*. Fieldwork has allowed to identify that social partners, in particular the Employers' Federation of Ceylon and the trade union Sri Lanka Nidahas Sewaka Sangamaya, have extensively benefitted from ILO support.

### Support at local level

Several ILO interventions in Sri Lanka have provided support directly at the local level. For example, local communities affected by the conflict in the Northern districts of the country and in particular children, women and families with children at risk have been the main beneficiaries in the projects *Local Empowerment Through Economic Development (LEED)* (SRL/10/04/AUS), the *Integrated Programme for Empowering Conflict Affected Communities to Rebuild their Lives in North and East Sri Lanka (ECAC)* (UDP/AS/09/078). LEED project beneficiaries, for example, were 2,400 conflict-affected households with high vulnerability including female-headed households, ex-combatants, conflict-affected youth and persons with disabilities and entrepreneurs. Local communities have been the beneficiaries of interventions carried out in the aftermath of the Tsunami.

## WHY?

In this section, we present some key success factors and the most common challenges of ILO interventions emerging from the available evaluative evidence.

### Success factors

Success factors identified in the available evaluations of ILO interventions in Sri Lanka include the following:

- **Evidence-based design of interventions.** This is considered to be an important element emphasized across a number of projects and often resulted in preliminary research and data collection activities.
- **Involvement of local communities and beneficiaries at grass root level** appears to be a crucial aspect to understand the needs and deliver effective interventions while generating ownership and sustainability of the project, and it has been reported as a success factor of ILO intervention in Sri Lanka by several stakeholders and in relation to several projects.

- **Working in close cooperation with key stakeholders** is helpful to promote collaboration and participation, facilitates the processes of learning and capacity building and can create ownership of the project. In the available evaluative evidence, this aspect is reported as crucial, and fieldwork findings have extensively confirmed this.
- **Ownership and participation in the project activities ensures sustainability.** This seems to be the case for all the types of beneficiaries. Only when beneficiaries are engaged and have developed a sense of ownership of the project, the project will be still working when the support from ILO will have been withdrawn.
- **A favourable and supportive institutional environment** has a positive impact on the response to the interventions and can obviously support the achievement of the objectives. This has been demonstrated in several of the projects carried out by ILO in Sri Lanka and confirmed by the interviewed stakeholders: the institutions welcome and highly appreciate ILO intervention in the country, and this is obviously a factor that can impact on the success of interventions.
- **The tripartite approach** is reported to have a positive impact to ensure overall success of ILO interventions, and it is reported to be the factor lacking to other UN agencies' interventions, which appear to be sometimes too 'technical' and within specific areas, and not supportive of social dialogue support in the country.
- **A good coordination (for example under an umbrella strategy) of multiple partners and funders** allows enhancement of project efficiency and impact (INT/03/P52/USA).

### Challenges and barriers

Some of the main challenges to successful implementation of ILO interventions highlighted in the available evaluations include the following:

- **Bad or poor quality design of interventions**, or with unrealistic objectives, can have a negative impact on the overall implementation of the interventions, and limit consequently the achievement of the expected results.
- **Weak or poorly designed M&E systems, with non-SMART indicators** do not allow for a proper follow-up of the intervention and are not useful to understand what works and therefore processes of learning.
- **Socio-cultural aspects and ethnic and cultural diversity** within the country should be considered when designing and implementing interventions as they have an impact on the overall implementation of the project as can influence participation of beneficiaries. This has been raised as well during the fieldwork: in some regions, for example, 'collective bargaining' does not mean nothing, and therefore ILO interventions should be designed considering the diversity existing in the different areas of the country.
- **Delays in the initial phases of the design and implementation of the projects.** Such delays, that can be attributable to different factors, can have a negative impact on the timeliness of the intervention and also on the organisational or institutional partnership which is behind the intervention (e.g. donor can decide to withdraw funding). This has been reported by AusAid regarding the LEED project, which experienced a delay in the kick off of the implementation due also to a bad initial design. This required in fact a rethinking of the overall approach and of some elements of the project.

### WHAT WORKS AND WHY: A SUMMARY

The review allowed the identification of a number of success factors and challenges, that are presented here below regardless of the specific thematic area, type, size or scope of the interventions analysed in this review.

Success factors	Challenges
<ul style="list-style-type: none"> <li>■ Evidence-based design of interventions</li> <li>■ Involvement of local communities and beneficiaries at local level</li> <li>■ Working in close cooperation with key stakeholders</li> <li>■ Ownership and participation in the project activities ensures sustainability</li> <li>■ A favourable and supportive institutional environment</li> </ul>	<ul style="list-style-type: none"> <li>■ Bad or poor quality design of interventions</li> <li>■ Weak or poorly designed M&amp;E systems, with non-SMART indicators</li> <li>■ Socio-cultural aspects and ethnic and cultural diversity</li> <li>■ Delays in the initial phases of the design and implementation of the projects</li> </ul>

## CONCLUSIONS AND RECOMMENDATIONS

Overall, ILO intervention in Sri Lanka is recognised and highly appreciated by all the stakeholders consulted for this evaluation. ILO presence in the country dates back to 1984, and ILO office in Colombo has ever since had a proactive role, in particular in supporting tripartite constituents and social dialogue development through capacity building and technical assistance activities. In the aftermath of the tsunami first and of the conflict later, ILO has implemented projects initially in the area of livelihood support and later in supporting the transition of local communities – and local economies – from the humanitarian support phase to a recovery and development phase, while providing support to tripartite constituents and in particular government at national and local levels. ILO work has brought to the attention of public opinion and social partners specific topics (e.g. skills and skill mismatch, apprenticeships).

Some of the interviewed stakeholders (in particular OCHA, Employers' Federation of Ceylon) consider ILO well equipped and with strong values to engage in the management of humanitarian crisis, in particular in the transition from the humanitarian phase to the recovery and the development phase, because of its specialisation in employment. Employment is in fact seen as strictly related to livelihood and therefore ILO is considered as fit and able to support local communities in the aftermath of a conflict or natural disaster through building capacity at grass-root level while supporting institutions to overcome the crisis. Also the tripartite structure of ILO is seen as an asset which brings the "ILO closer to the people" (SLNSS), and differentiate ILO from all the other UN agencies, which are seen, on the contrary as too technical and distant.

Several stakeholders indicated that ILO should have a lead role in all the areas related to employment (such as employment creation, employment protection) and social dialogue, in consideration of its expertise and the institutional know-how accumulated, which results in high-level results. The expertise in the area of employment and social dialogue is what differentiates ILO from other UN agencies, which do not possess that type of expertise. On the other hand, some of the interviewees considered that although the work done by ILO in areas of livelihood or humanitarian support is remarkable, it is advisable for ILO to keep stuck to its mandate and specialisation.

A number of recommendations have emerged from the review of evaluative evidence and stakeholders interviews.

- ILO should continue designing and implementing interventions in Sri Lanka, which are coherent and aligned to the **Decent Work Country Programme**, which is in turn linked to national strategies and reflect government priorities. This would in fact ensure engagement of constituents, ownership and sustainability of interventions.
- ILO should continue its work of aiming at creation of an **enabling environment**. The work of supporting the development, drafting and approval of relevant pieces of legislation, programmes, strategies and policies, regulatory and legal reform has demonstrated to enable the creation of a legal framework which can be conducive to the full achievement of ILO objectives in Sri Lanka in terms of creating decent employment and promote social dialogue. Additionally, it can be seen as a tool to increase

sustainability: it is clear that local economic development is impacted by national policy, institutions, regulations and so forth.

- **M&E** is often reported as a weakness of several ILO projects in Sri Lanka. M&E mechanisms should therefore be expanded and enhanced: reliable, useful, and practical qualitative and quantitative indicators to track progress, identify outputs, outcomes and impact of project activities (e.g. to track institutional capacity building) should be developed. Training on M&E should be provided to project staff, and specific monitoring (and evaluation) expertise/staff should be included in future ILO projects.
- Interventions should be **better designed and based on an accurate knowledge of context**, actors and existing needs, as in the case of LEED project. The project document/plan should then include realistic and achievable objectives which reflect needs and funding available, and should clearly translate goals into objectives, objectives into outcomes and outcomes into activities in order to assess the impact of the project. This must be supported by strong indicators to measure the impact of the project, which could be long term and short term: a sound M&E mechanism should be included in the project since the design phase. In addition, exit and phasing out strategies and sustainability plans should be included already in this phase.
- **Local NGOs** are involved in ILO interventions in a very limited way. However, working with experienced and capable NGOs, embedded in the local context and with a better knowledge of it, could accelerate implementation, enhance effectiveness and reduce costs, while mobilizing local knowledge, expertise and resources. ILO should thus consider to involve local NGOs in its interventions in Sri Lanka.
- **Staff capacities and skills** have demonstrated to be essential in order to ensure effective implementation of projects that produces important results. Strong leaders can push activities ahead and gain necessary government support and involve local beneficiaries, but dependency on such individuals can result in a sudden interruption of activities when they move on. Developing staff capacities to replace strong leadership and ensure that staff with the right skills and capacities are hired for longer periods of time (ideally permanently) is therefore essential to ensure and promote effective implementation of projects.
- **Capacity building** of constituents and also of beneficiaries has demonstrated to be a particularly successful factor in ILO intervention in Sri Lanka, for its direct impact on results and sustainability of interventions. It would be worth continuing and possibly expanding capacity strengthening and building programs considering additional incentives and entering areas in which the support can be provided.
- The **availability of studies and empirical evidence** has allowed a good and informed design of ILO intervention in a number of cases. However, a lack of relevant research and knowledge on specific sectors, areas, etc. has often been reported. ILO should support the systematic collection of evidence through for example strengthening research capacities of government and non-government partners. This would allow to identify more correctly target groups, new and potential vulnerable categories, target areas (new and potential) and target activities, which would contribute to a better knowledge of the context and therefore would allow for a better design and objectives setting of ILO projects and programmes. In addition, the availability of evidence and the existence of capacity and mechanisms to collect evidence would be useful to support M&E of project activities, outcomes and impacts.
- Considering the good results achieved in projects such as LEED or *Micro and small enterprise development for pro-poor growth in Sri Lanka (SRL/05/03/SID)* or *Social Protection for PLHIV in Sri Lanka by Building Capacity and Enhancing Networking among PLHIV NGOs (SRL/12/50/JPN)*, mechanisms to facilitate improved **public-private dialogue** (and relationships) and involvement of private companies should be adopted: these can clearly contribute to a major success of the project.
- **Social partners involvement** is reported as highly positive for the impact of interventions and for sustainability purposes. ILO therefore should continue involving social partners when designing and



carrying out interventions in the country, as this has been a success factor for projects implementation and contributes greatly to social dialogue development in the country and therefore to peace and resilience building.

- **Creating ownership** within partner organizations – government, social partners, cooperatives – is essential for adequate support of program activities and contributes to sustainability, as demonstrated in several projects. ILO should therefore continue its action of involvement of relevant stakeholders and beneficiaries according to the bottom-up approach followed so far in many interventions in the country in order to create ownership of interventions while at the same time enhancing knowledge of needs and therefore a better design and planning.
- Many ILO interventions in Sri Lanka possess elements (such as ownership of the project, involvement of beneficiaries, etc.) that seem to ensure **sustainability over time**. However, in most cases there seems to be a strong need to develop and implement a sustainability strategy which has specific monitorable goals, activities, indicators and timeframes to ensure that all interventions are incorporated into government policies, systems and processes which are sustainable. In addition, such strategies should include plans for phasing-out and withdraw support.
- Finally, an area that the evaluative evidence and the fieldwork have indicated as problematic is the **duration of projects**. In some cases, the timeframe is considered too short to produce results, and therefore the extension or a longer duration of projects is considered as desirable. In other cases, a follow-on to support activities over time, even after the project is terminated is envisaged as it would consolidate results achieved and would ensure sustainability.
- The fieldwork has allowed to identify a number of areas in which ILO support is envisaged.
- Extension of livelihood projects in a number of provinces where there are currently important touristic investments in terms of hotels, in which area the Employers' Federation of Ceylon is going to support to housing.
- Occupational Safety and Health is an area of concern for the Employers' Federation of Ceylon, as it is seen as strictly related to productivity of workplaces and ILO could support the EFC in this area, but also representatives of the Ministry of Labour indicated this as a relevant area which is highly neglected in the country, where ILO could carry out additional activities and intensify its presence<sup>81</sup>.
- The matching of demand and supply of work through the Public Employment Services system is another area where a number of projects already exist (also with the support of ILO), but where the Ministry of Labour considers important an additional effort by the ILO in order to contribute significantly to unemployment decrease and employment increase.
- Another important area pointed by the Ministry of Labour where ILO could have an important role in terms of support and implementation of specific projects is the area of the informal economy, which accounts for 60% of the total economy.
- ILO support is requested by the Employers' Federation of Ceylon also to 'brand' the compliance system currently implemented with the support of the International Organisation of Employers (*Compliance+*<sup>82</sup>), as it happens for the 'Better Work' programme, which is recognisable immediately.
- More work should be done in the country in order to provide better equality between women and men, and enhance participation of women in the labour market, for example supporting and encouraging part-time work, amending the law regulating night work, which limits women's night work, providing support for maternity and re-entry into the labour market after maternity, providing quality childcare assistance services: ILO could play an important role in this area as has been reported by several stakeholders.

<sup>81</sup> ILO support activities such as the Safety Week and carry out OSH prevention campaigns.

<sup>82</sup> [www.complianceplus.lk](http://www.complianceplus.lk)

- The need for supporting research activities based on a research model specific to the country and to the needs of policy-makers has been expressed by stakeholders, in particular the Foreign Employment Bureau, as it would allow for a more accurate knowledge of the context, and therefore to inform correctly policy-making.

In conclusion, the Employers' Federation of Ceylon stated that ILO interventions in Sri Lanka have been successful because institutions are reported to be strong, and the country has a democratic government tradition since its independence. This has allowed a fast recovery after the conflict and is seen as an asset.



# LATIN AMERICA AND CARRIBEAN

## ■ Haiti



Haiti is the poorest country in the Western hemisphere. Decades of poverty, environmental degradation, natural disasters, instability and dictatorship have left it as the poorest nation in the Americas, with a GDP per capita of US\$846 in 2014 and significant needs in basic services and infrastructure. More than 6 million (59%) out of 10.4 million Haitians live under the national poverty line of \$2.44 per day and over 2.5 million (24%) live under the national extreme poverty line of \$1.24 per day. It is also one of the most unequal countries in the world, with a Gini coefficient of 0.61 in 2012<sup>83</sup>. In the face of considerable political instability and corruption, the UN established a United Nations Stabilization Mission in Haiti (MINUSTAH) in 2004. Many Haitians seek work and a better life in the US or other Caribbean nations, including the neighbouring Dominican Republic, however migration is a complex process and migrants are often the victims of discrimination. Haiti also suffers from considerable political instability, frequently leading to prolonged periods of violent demonstrations and contributing to the weakness of its governmental institutions.

The geographical location of Haiti exposes it to floods, cyclones, earthquakes, tsunamis and landslides, but Haiti is ill-equipped to deal with the aftermath of the tropical storms that frequently sweep across the island, with severe deforestation having left it vulnerable to flooding. It fell victim to a devastating earthquake in January 2010 with an ensuing cholera epidemic. In the initial aftermath, the focus was on an emergency response to meet the most urgent needs but, in the long-term, Haiti “needs to establish a solid economy in order to promote sustainable development”<sup>84</sup>. Despite the enormity of the task, improvements have been made in recent years and the World Bank notes that “Haiti has moved from recovery to longer term development as it continues to improve infrastructure and strengthen institutions, work toward increasing access to education, health and other services, and stimulate investment”<sup>85</sup>.

Haiti also faces a range of challenges in the sphere of employment. Approximately 92% of labour is in the informal sector, there is a severe lack of basic competences (i.e. literacy, numeracy) and more advanced skills due to the difficulties in accessing education and early school leaving, there is very high unemployment among the large population of young people (57.5% of the population in 2012 were less than 25 years old<sup>86</sup>) with limited employment opportunities, child labour is still commonplace (almost 21% of children aged 5-14 years old work<sup>87</sup>) and social dialogue mechanisms are poorly developed. National labour market institutions such as the Ministry of Labour and Social Affairs (MAST) or the

<sup>83</sup> World Bank Haiti Country Overview: <http://www.worldbank.org/en/country/haiti/overview> [accessed 15/07/15]

<sup>84</sup> Better Work website: [http://betterwork.org/haiti/?page\\_id=13#sthash.IHpebLI4.dpuf](http://betterwork.org/haiti/?page_id=13#sthash.IHpebLI4.dpuf)

<sup>85</sup> World Bank Haiti Country Overview: <http://www.worldbank.org/en/country/haiti/overview> [accessed 15/07/15]

<sup>86</sup> ILO (2015). Programme Pays pour le Travail Decent en Haiti 2015-2020, p.10.

<sup>87</sup> ILO (2015). Programme Pays pour le Travail Decent en Haiti 2015-2020, p.14.

National Institute for Vocational Training (INFP) are weak and under-resourced, with frequent changes of ministers contributing to the difficulty of ensuring continuity of development.

In this context, the ILO has implemented a range of interventions over the past 10 years, in five main thematic fields: the prevention and eradication of child labour; ensuring decent working conditions, particularly in the textile/garment industry; employment generation in environmental rehabilitation and disaster mitigation; capacity-building of key Haitian labour market stakeholders and support for the integration of international labour standards in Haitian policy and practice; and, 'other' interventions on for example workplace policy on HIV/AIDS or gender-sensitive migration policies. The principal types of intervention include awareness-raising, training and capacity-building, support for the development of social dialogue, promoting compliance with national and international labour standards, and job creation. The Decent Work Country Programme (DWCP) for Haiti for 2015-2020<sup>88</sup> seeks to reinforce support through four pillars: social protection; social dialogue; employment, and; international labour standards. The four main priorities are: vocational training and business development; the Labour Code; social dialogue, and; social protection.

## WHAT TYPES OF INTERVENTIONS DO WE OBSERVE?

In this section, we set out the type of ILO interventions observed in Haiti including: their thematic focus, the different types of intervention (activities), their geographic scope and the degree of integration of different types of intervention. At the end of this section, we propose a potential theory of change for the ILO interventions in Haiti.

### Thematic focus of interventions

ILO interventions in Haiti in the last ten years have in particular focused in five main fields: the prevention and eradication of child labour; ensuring decent working conditions, particularly in the textile/garment industry; employment generation in environmental rehabilitation and disaster mitigation; capacity-building of key Haitian labour market stakeholders and support for the integration of international labour standards in Haitian policy and practice; and, a selection of other interventions on for example workplace policy on HIV/AIDS or gender-sensitive migration policies.

In the field of child labour, the ILO has been delivering the IPEC (International Programme for the Elimination of Child Labour) project since 1999. The aim of the project is to eradicate and prevent child labour, including child domestic work. Key interventions in this field over the last ten years or so include: Combating the exploitation of child domestic workers in Haiti (HAI/99/05/050); Prevention and elimination of the worst forms of child labour in Haiti (Phase II) (HAI/04/50/CAN); Addendum to the Project Proposal for expanding project 'Eradication and prevention of the worst forms of child labour in Haiti' (HAI/06/50/CAN); Eradication and prevention of the Worst Forms of Child Labour in Haiti (HAI/02/07/BRA); Haiti – Protecting Children from Child Labour during the Early Recovery Phase (USDOS Contribution) (HAI/10/02/USA); Protecting Children from Child Labour During the Early Recovery Phase (HAI/11/02/BRA). Key international sponsors in this field have been Canada, the USA and Brazil. More recent and ongoing interventions include: Protection des enfants du travail infantile dans la reconstruction d'Haïti (2012-2014), Me Encontrei (2014-2015) and Combattre le travail des enfants en domesticité et les pires formes de travail des enfants (2015-2017).

Another key area of ILO intervention in Haiti has been the improvement of working conditions and promotion of decent work, particularly in garment factories. Many of the interventions have taken place within the context of the Better Work global programme which is an innovative partnership of the ILO and

<sup>88</sup> ILO (2015). Programme Pays pour le Travail Decent en Haiti 2015-2020.

the International Finance Corporation (IFC) that aims to improve working conditions and promote competitiveness in global supply chains, with in particular the objective of increasing the rate of compliance of enterprises in developing countries with international labour standards and national labour laws. There are Better Work country programmes in 6 other countries: Cambodia, Vietnam, Indonesia, Jordan, Lesotho and Nicaragua. The Better Work Haiti programme was launched in 2009 and covers all garment factories in Haiti exporting to the US market<sup>89</sup>. It takes place within the context of the provisions of the US Haitian Hemispheric Opportunity through Partnership Encouragement Act (HOPE) Act to provide duty-free entry to the United States for garments manufactured in Haiti, and corresponding requirements on labour standards, in particular the establishment of a Labour Ombudsman and implementation of a new programme for strengthening and monitoring working conditions in the textile and garment sector through the ILO (Technical Assistance Improvement and Compliance Needs Assessment and Remediation program – TAICNAR). Key ILO projects in this context include: Increasing Decent Employment in the Apparel Sector in Haiti (HAI/08/01/USA); Increasing Decent Employment in the Apparel Sector in Haiti – Decentralized (HAI/12/51/USA); as well as the Better Work Haiti: Garment Industry 6th Biannual Synthesis Report Under the HOPE II Legislation.

The third main thematic field of ILO intervention in recent years focuses on contributing to the country's recovery after the earthquake through employment generation in environmental rehabilitation and disaster mitigation, often as part of wider integrated interventions to re-house displaced populations and reconstruct damaged infrastructure and buildings. Key interventions include: Recovery through employment generation, environmental rehabilitation and disaster mitigation (HAI/10/01/UND); Debris management in support to the return of the earthquake affected population to their communities in Port au Prince phase I (HAI/10/50/UND) and phase II (HAI/11/50/UND); Recovery through employment generation, environmental rehabilitation and disaster mitigation 2011 (HAI/11/01/WFP); Réhabilitation de 16 quartiers et retour volontaire des familles de 6 camps associés (HAI/11/51/UND); Réhabilitation de la zone du Champs de Mars (HAI/12/01/UND), and; Enhancing Workers' Access to Labour Rights and Jobs in Haiti – Decentralized (HAI/12/01/USA). These projects have built on the experience of other interventions preceding the earthquake which sought to support job creation in disaster mitigation and prevention including *Relance économique favorisant la création d'emplois aux Gonaïves* (HAI/47/717/99) and *Programme de prévention des désastres naturels par la réhabilitation de l'environnement à travers la création d'emplois* (HAI/56/791/99). Recent and current initiatives include interventions to support and reinforce the development of micro-enterprises.

Fourthly, the ILO has implemented a range of interventions in relation to capacity-building of key Haitian labour market stakeholders and support for the integration of international labour standards in Haitian policy and practice. An example of such an intervention is Supporting the reform of Haiti's labor administration and the revision of its national labor code within the framework of the Better Work Haiti program (HAI/10/03/CAN), and a follow-up project on reinforcing institutional capacity. The projects have targeted in particular labour inspectors and mediators, but also supported the development of capacity in other areas at the Ministry of Labour and Social Affairs (MAST). A key axis within the Decent Work Country Programme (DWCP) for Haiti (2015-2020) relates for example to supporting the Haitian government in the revision of the Labour Code<sup>90</sup>, while another focuses on developing the legal framework for social protection.

Finally, the ILO has also intervened in Haiti as part of wider multi-country or global interventions covering a variety of fields. Key examples in recent years include for example Gender sensitive labor market migration policies in the Nicaragua-Costa Rica-Panamá and Haiti-Dominican Republic corridors (RLA/09/05/EEC) and The ILO Programme in the 2010–2011 UNAIDS Unified Budget and Workplan (INT/09/09/

<sup>89</sup> Better Work website: [http://betterwork.org/haiti/?page\\_id=13](http://betterwork.org/haiti/?page_id=13) [accessed 14/07/2015]

<sup>90</sup> ILO (2015). Programme Pays pour le Travail Decent en Haiti 2015-2020 (draft), p.21.



UNA), focusing on developing and enhancing national workplace policy on HIV/AIDS or labour legislation and on promoting HIV/AIDS workplace programmes and action. One priority within the Decent Work Country Programme (DWCP) for Haiti (2015-2020) includes for example supporting the Haitian government to develop and implement a strategy for the prevention of discrimination related to HIV.

## Types of interventions

ILO action in Haiti covers a variety of types of intervention. Some of the principal types are set out below.

### *Awareness-raising*

Raising awareness on crucial issues has been a cornerstone of ILO's activity in Haiti. In the field of child labour, the IPEC (International Programme for the Elimination of Child Labour) project generated and disseminated quantitative as well as qualitative information on some of the worst forms of child labour, such as child domestic work, commercial sexual exploitation of children and hazardous work in agriculture, in order to mobilise the government, workers' and employers' organisations, NGOs and international agencies to create a consensus on the need to start coordinated and effective action for the eradication and prevention<sup>91</sup> (HAI/99/05/050). In Prevention and elimination of the worst forms of child labour in Haiti (Phase II) (HAI/04/50/CAN), awareness-raising activities were also carried out a more local level for local government and community members, as well as poor families. Community watch groups were set up in specific parts of Haiti in order to take action to prevent and eradicate child labour in their communities, including sensitising school teachers, parents of child workers and biological parents and community leaders on the dangers of child domestic labour. In addition, a video highlighting the exploitation suffered by child domestic workers was produced, and a 2.5 day workshop was held in 2005 in Port au Prince, with Haitian union groups to raise awareness of the dangers of child labour and the situation in Haiti.

### *Training*

The ILO has carried out training for vulnerable groups such as child domestic workers and at-risk children by supporting their integration into education (formal and non-formal) or vocational training, while providing them with legal, recreational and psychosocial services (HAI/04/50/CAN and HAI/07/02/BRA). It has also provided additional services through the provision in particular of school supplies and materials (HAI/06/50/CAN). The project on Protecting Children from Child Labour during the Early Recovery Phase (HAI/10/02/USA) involves training opportunities for adolescents to be gainfully engaged in the reconstruction process, focusing on activities adolescents can be safely involved in, keeping them out of hazardous work. In addition, training was provided to the local population in job creation projects such the Relance économique favorisant la création d'emplois aux Gonaïves project (HAI/56/791/99) to different groups and local operators in order to build and maintain rural, environmental and urban infrastructure works. The ILO has also focused strongly on capacity building for key national stakeholders. For example, under the Better Work Haiti programme, a series of capacity-building activities were carried out in order to improve compliance with labour laws in relation to working conditions in the garment sector (HAI/10/03/CAN). These activities included: training for officials, including labour inspectors and mediators, of the Ministry of Social Affairs and Labour (MAST) and representatives from employers and workers' organisations to acquire the necessary skills to revise legal texts on working conditions; training to improve management and coordination of the Labour Administration; training and retraining of staff; and modernising the training for labour inspectors, introducing new tools and working methods<sup>92</sup>. In addi-

<sup>91</sup> ILO website: [http://www.ilo.org/global/about-the-ilo/newsroom/features/WCMS\\_187879/lang--en/index.htm](http://www.ilo.org/global/about-the-ilo/newsroom/features/WCMS_187879/lang--en/index.htm) [accessed 14/07/2015]

<sup>92</sup> Nexus Associates, Inc. (2012). Better Work Haiti – Mid-term Evaluation: Final Report, p.11

tion, the ILO trained representatives of the trade union movement on organising and negotiation skills to promote decent work (HAI/08/01/USA).

### *Capacity building*

In the field of child labour, the Eradication and prevention of the Worst Forms of Child Labour in Haiti project (HAI/07/02/BRA) provided institutional strengthening in the form of providing technical support to the recently created “Commission Tripartite de Consultation et d’Arbitrage” which brings together representatives from government, union and employer groups, in addition to supporting the new Ministry of Labour; the purpose of this component was to strengthen the capacity of government, trade union and employers to understand their responsibilities under the ILO Conventions 182 and 138. Also, ILO organised a tripartite meeting to promote the creation of a National Committee for the Eradication of Child Labour and ratification of Convention 182 (HAI/06/50/CAN). This includes strengthening workers’ organisations to fight against child labour (HAI/07/02/BRA). One of the key objectives of the preparatory phase (HAI/08/01/USA) of the Haiti Better Work programme was “to increase social dialogue among tripartite partners in the Haitian apparel sector”<sup>93</sup>, in order to promote decent working conditions in the sector. The priority remained a key focus in subsequent phases (HAI/10/03/CAN, HAI/12/51/USA). Similarly, in relation to labour migration policy, the Gender-sensitive Labor Mitigation Policies in the Nicaragua-Costa Rica-Panama and Haiti-Dominican Republic Corridors project (RLA/09/05/EEC) strengthened the capacity of policy makers and social partners to adopt and implement policies and laws and improve the administration of gender-sensitive labour migration. The social dialogue roundtable created by representatives of the employers, unions, government, ILO and Better Work Haiti in July 2012 provides a forum for exchange, consultation and negotiation to harmonise relations between employers and workers’ organisations<sup>94</sup>.

### *Promoting compliance with national and international labour laws*

One of the principal goals of the Haiti Better Work programme was “to increase compliance with national labour law and with international labour standards in the Haitian apparel sector”<sup>95</sup>. As such, the ILO conducted an analysis of national labour law and organised a tripartite process to bring it into compliance with ILO conventions. A Compliance Assessment Tool (CAT) has also been developed, and four rounds of factory compliance assessments have been carried out, including the initial baseline; results from the assessments have been summarized in publicly available Biannual Synthesis Reports<sup>96</sup>. In the ILO Programme in the 2010–2011 UNAIDS Unified Budget (INT/09/09/UNA), activity also focused on developing and enhancing national workplace policy and labour legislation on HIV/AIDS. One of the principal aims of the Gender-sensitive Labor Mitigation Policies in the Nicaragua-Costa Rica-Panama and Haiti-Dominican Republic Corridors project (RLA/09/05/EEC) was to promote the adoption and implementation of gender sensitive policies, laws and the administration of labour migration to improve labour migration flow regulation. A key axis within the Decent Work Country Programme (DWCP) for Haiti (2015-2020) relates for example to supporting the Haitian government in the revision of the Labour Code<sup>97</sup>.

### *Employment creation*

Prior to the major earthquake in 2010, the ILO was already working on projects, often jointly with other UN agencies, to create jobs in essential activities designed to mitigate the risk of natural

<sup>93</sup> Nexus Associates, Inc. (2012). Better Work Haiti – Mid-term Evaluation: Final Report, p.10

<sup>94</sup> Better Work Haiti (2013). Better Work Haiti: Garment Industry. 6th Biannual Synthesis Report Under the HOPE II Legislation, p.10.

<sup>95</sup> Nexus Associates, Inc. (2012). Better Work Haiti – Mid-term Evaluation: Final Report, p.9

<sup>96</sup> i.e. Better Work Haiti (2013). Better Work Haiti: Garment Industry. 6th Biannual Synthesis Report Under the HOPE II Legislation

<sup>97</sup> ILO (2015). Programme Pays pour le Travail Decent en Haiti 2015-2020 (draft), p.21.

disasters. The objective was to scale up labour-intensive technologies, to increase opportunities for mass creation of productive jobs through the reconstruction, rehabilitation and maintenance of needed local infrastructure. An example of such a project was Programme de prévention des désastres naturels par la réhabilitation de l'environnement à travers la création d'emplois (HAI/56/791/99), in which employment was created in a series of projects to protect against the risk of natural disasters. Following the earthquake, a similar approach was taken to employment creation in phases I and II of the Debris management in support to the return of the earthquake affected population to their communities in Port au Prince project (HAI/10/50/UND and HAI/11/50/UND) and Recovery through employment generation, environmental rehabilitation and disaster mitigation 2011 (HAI/11/01/WFP). HAI/10/50/UND for example involved promoting and organising economic units of local youth and workers (male and female) that – thanks to the work of recycling the debris and commercialising the products – has generated jobs and income for resident families. The ILO has facilitated these working units progressively into becoming sustainable micro enterprises or cooperatives able to operate their businesses at the end of the project.

### Geographical scope of interventions

The majority of the ILO interventions focused on addressing specific issues (i.e. child labour, HIV/AIDS in the workplace, decent work, etc.) across the Haitian territory. However, some interventions, particularly focusing on disaster mitigation or recovery, did focus on specific zones, particularly affected – or likely to be affected – by natural disasters. These zones included particular areas of Port-au-Prince (e.g. Debris management in support to the return of the earthquake affected population to their communities in Port au Prince (HAI/10/50/UND)) or Gonaïves and surrounding areas (e.g. Relance économique favorisant la création d'emplois aux Gonaïves (HAI/ 47/717/99)). Better Work Haiti has been focused in the industrial zones where the garment factories are situated.

Certain interventions are also part of wider global or multi-country programmes. These include for example the Better Work initiative which also operates in Cambodia, Vietnam, Indonesia, Jordan, Lesotho and Nicaragua. Other examples in recent years include Gender sensitive labor market migration policies in the Nicaragua-Costa Rica-Panamá and Haïti-Dominican Republic corridors (RLA/09/05/EEC) and The ILO Programme in the 2010–2011 UNAIDS Unified Budget and Workplan (INT/09/09/UNA), focusing on developing and enhancing national workplace policy on HIV/AIDS or labour legislation and on promoting HIV/AIDS workplace programmes and action.

### Integration of interventions

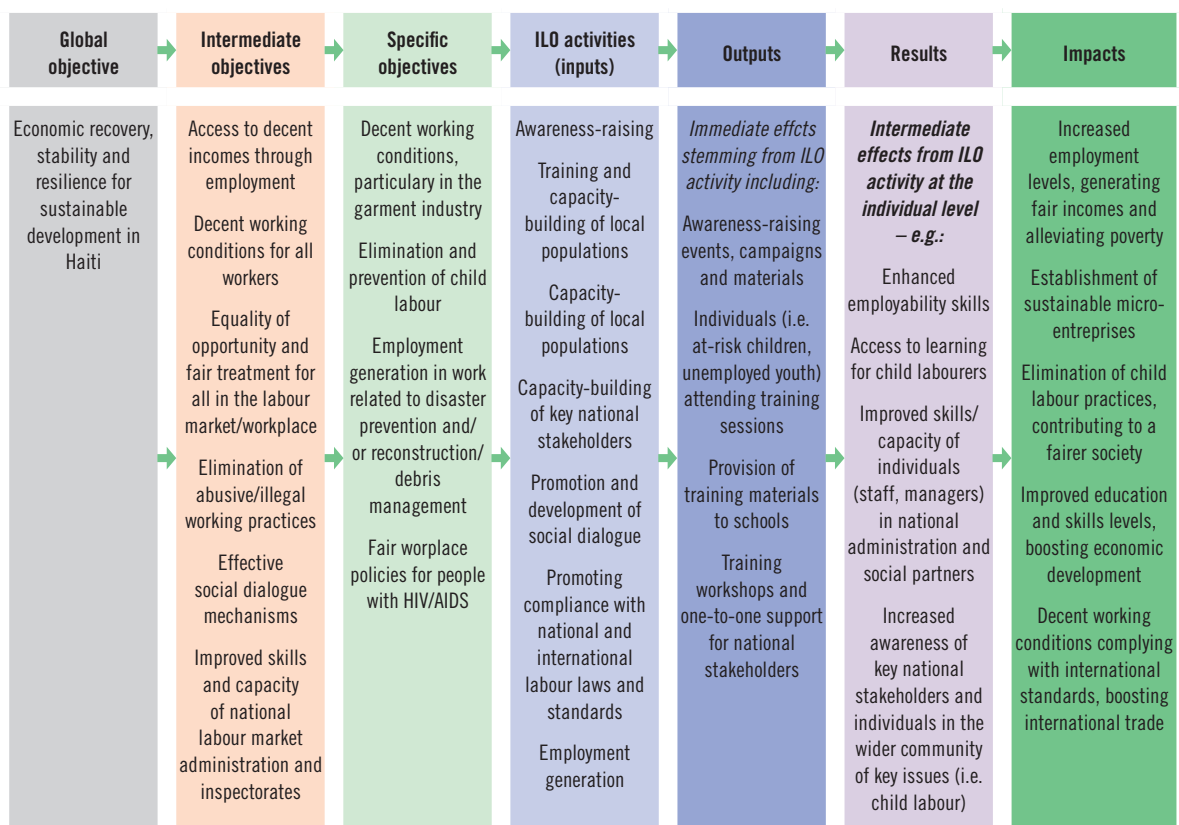
Many of the ILO interventions are integrated within wider initiatives either in Haiti, involving a range of partner organisations which include both other international organisations (e.g. other UN agencies, WFP) and local (Haitian partners) or as part of wider global programmes (see above).

For example Better Work Haiti is a partnership between the ILO and the International Finance Corporation (IFC), and implements the programme in collaboration with the HOPE Commission, a presidential tripartite commission comprising three members of the Haitian government, three members of the Haitian private sector and three members of national workers' organisations. Protecting Children from Child Labour during the Early Recovery Phase (HAI/10/02/USA) involves collaboration with specialised UN agencies such as UNICEF (UN Children's Fund), WFP (World Food Programme), FAO (Food and Agriculture Organisation), UN-HABITAT, other ILO programmes and projects amongst and USAID funded initiatives, e.g. IDEJEN (Initiative pour le développement des jeunes – Haitian Out-of-School Youth Livelihood Project). As noted above, it is also part of a wider global ILO intervention involving 6 other countries: Cambodia, Vietnam, Indonesia, Jordan, Lesotho and Nicaragua.

The EIIP (Employment Intensive Investment Programme)<sup>98</sup> implemented by the Haitian government in Go-naives (from March 2006 to June 2007), financed by UNDP and WFP, and for which technical assistance was exceptionally provided and financed by the ILO, included contractual arrangements with local community organisations. Links have also been established with other ILO programmes (e.g. Better Work Haiti) from the perspective of ensuring decent working conditions. The Debris management in support to the return of the earthquake affected population to their communities in Port au Prince (HAI/10/50/UND) is implemented through a partnership between UNDP (UN Development Programme), ILO and UN-HABITAT and implemented by local NGOs. In liaison with the Protecting Children from Child Labour During the Early Recovery Phase (HAI/11/02/BRA) project, the ILO and the International Organization for Migration (IOM) have introduced a campaign called “Frennen Sistem Restavèk La” (End Restavek Abuse), which aims to expose the restavek<sup>99</sup> system and human rights abuses. The campaign was officially launched in Port-au-Prince in 2012 to coincide with World Day against Child Labour, “marking the first time that the government, civil society, and the private sector came together with international partners to end this modern form of slavery”<sup>100</sup>.

### Is it possible to envisage a ToC behind these interventions?

No explicit theory of change is set out in the available documentation on Haiti. Nonetheless, based on the objectives and rationale behind the ILO interventions, it is possible to envisage the following theory of change.



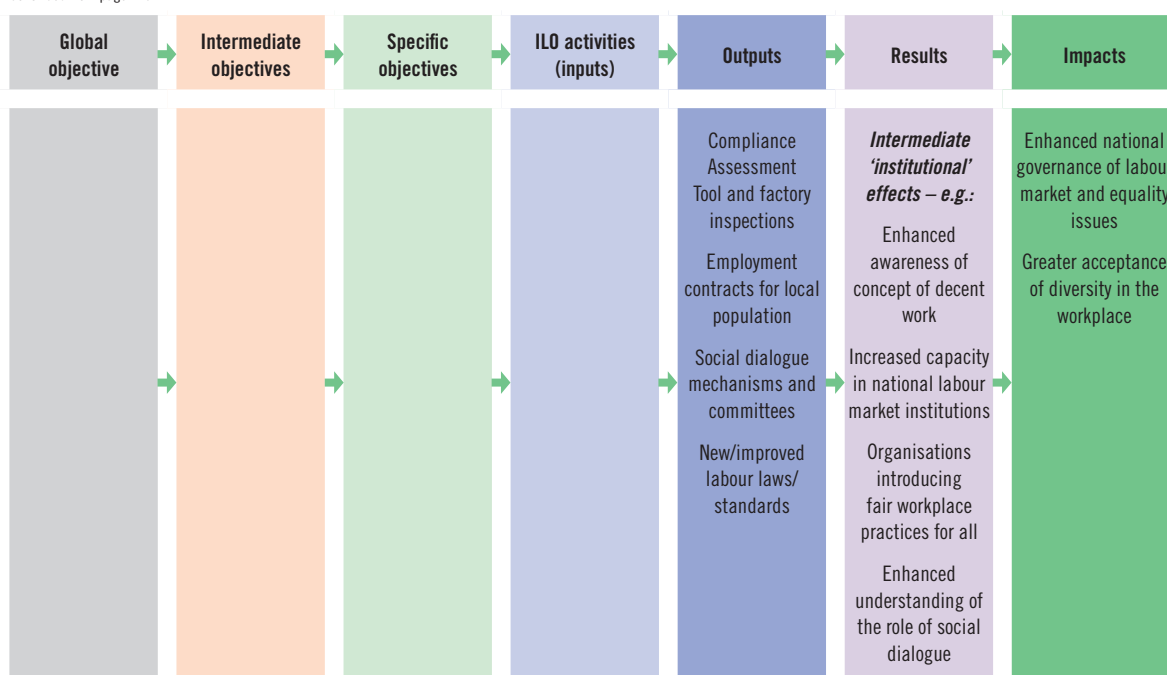
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<sup>98</sup> ILO website: <http://www.ilo.org/emppolicy/countries/haiti/lang--en/index.htm> [accessed 14/07/2015] The Employment Intensive Investment Programme (EIIP) is a unit of the International Labour Organization that promotes the orientation of infrastructure investments towards the creation of higher levels of productive employment and improved access to basic goods and services for the poor: [http://www.ilo.org/employment/units/dev-invest/employment-intensive-investment-unit-empinvest/WCMS\\_319694/lang--en/index.htm](http://www.ilo.org/employment/units/dev-invest/employment-intensive-investment-unit-empinvest/WCMS_319694/lang--en/index.htm) [accessed 14/07/2015]

<sup>99</sup> “Restavek is a form modern-day slavery that persists in Haiti. Typically born into poor rural families, restavek children are often given to relatives or strangers. In their homes, they become domestic slaves, performing menial tasks for no pay”: [www.restavekfreedom.org](http://www.restavekfreedom.org)

<sup>100</sup> ILO website: [http://www.ilo.org/global/about-the-ilo/newsroom/features/WCMS\\_187879/lang--en/index.htm](http://www.ilo.org/global/about-the-ilo/newsroom/features/WCMS_187879/lang--en/index.htm) [accessed 14/07/2015]

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## WHAT WORKS, FOR WHOM AND WHY?

Based on an extensive cross-analysis of the evaluations and evidence-based reports selected for review and interviews and focus groups carried out with key ILO stakeholders in Haiti, we set out in this section an overview of what works, for whom and why, including good practice examples, paying specific attention to contextual factors and conditions, as well as to outcomes related to sustainability and gender mainstreaming. As such, we begin this section by setting out the main outcomes and impacts of the interventions highlighted in the evaluations and reports, including their contribution to wider goals such as gender equality, before moving onto an overview of impacts on the main target groups. In order to explore the reasons behind these impacts, we conclude the chapter with an exploration of the key factors which contributed to the success of the interventions, together with a consideration of the main obstacles and inhibiting factors.

### What works?

In this section, we present key aspects of the functioning and results of ILO interventions in Haiti, including their contribution to wider goals such as gender equality.

### Outcomes and impact

We present below some of the principal outcomes and impacts of ILO interventions in Haiti, as reported in the available evaluative reports and by interviewed stakeholders.

#### *Ratification of ILO conventions and development of national legislative texts or strategic action plans*

Overall, Haiti has only ratified 25 of the 189 existing ILO conventions<sup>101</sup>. As such, a key impact of ILO interventions in Haiti has been to raise awareness on conventions and work towards their ratification.

<sup>101</sup> ILO website: [http://www.ilo.org/dyn/normlex/en/f?p=1000:11200:0::NO:11200:P11200\\_COUNTRY\\_ID:102671](http://www.ilo.org/dyn/normlex/en/f?p=1000:11200:0::NO:11200:P11200_COUNTRY_ID:102671) [accessed 31/07/2015]

Examples include awareness-raising and training activities carried out in Increasing Decent Employment in the Apparel Sector in Haiti (HAI/08/01/USA) and Supporting the reform of Haiti's labor administration and the revision of its national labor code within the framework of the Better Work Haiti program (HAI/10/03/CAN). In particular, it can be highlighted that, as a result of activities carried out the IPEC (International Programme for the Elimination of Child Labour) (e.g. HAI/04/50/CAN, HAI/06/50/CAN, HAI/99/05/050), Haiti ratified the ILO Convention for the Elimination of the Worst Forms of Child Labour (Convention 182) in July 2007 and the Minimum Age Convention (Convention 138) in June 2009, both of which prohibit child slavery and protect the right of children to have access to free basic education<sup>102</sup>. In the context of Better Work Haiti, the ILO conducted an analysis of the national labour law and organised a tripartite process to bring it into compliance with ILO conventions<sup>103</sup>.

The ILO has also succeeded in translating international labour standards into national action plans or strategies. For example a National Action Plan on Eliminating Child Labour has also been implemented<sup>104</sup> in the context of HAI/10/02/USA and subsequent interventions (Protection des enfants du travail infantile dans la reconstruction d'Haïti (2012-2014), Me Encontrei (2014-2015) and Combattre le travail des enfants en domesticité et les pires formes de travail des enfants (2015-2017)). Similarly in Debris I and Debris II (HAI/10/50/UND, HAI/11/50/UND), the Ministry of Labour and Social Affairs (MAST) has been supported in the process of producing a National Strategy on Decent Work<sup>105</sup>.

Interviewees – including the Labour Ombudsman, the Ministry of Labour and Social Affairs (MAST), employer confederations and trade unions – in particular highlighted the key role of the ILO in Haiti in supporting the revision of the Labour Code and finding an appropriate consensus between the different social partners, underlining that this support needs to continue to ensure that the revision is finalised as soon as possible.

### *Boosting social dialogue and establishing tripartite bodies*

Evaluations highlight the weakness of Haiti's social dialogue processes: for example, the mid-term evaluation of Better Work Haiti underlines “a difficult environment, where effective social dialogue is challenging – government institutions are weak; national trade unions are undeveloped; and many employers have not been committed to constructive labor-management relations”<sup>106</sup>. Interviews confirmed that relationships between employers and trade unions had previously been highly discordant, with trade unions often taking a political stance and sometimes resorting to violence or factory breakages, while employers were not open to listening to the demands of workers or taking into account their rights or working conditions, and did not appreciate the benefits that harmonious and constructive social dialogue could bring.

In this context, developing social dialogue mechanisms and tripartite bodies has been a key focus in the majority of ILO interventions, delivering significant outcomes in Haiti; as stated by the Ministry of Labour and Social Affairs (MAST), “the ILO introduced tripartism here in Haiti”. All ILO constituents interviewed in Haiti – including employers, trade unions and government – strongly underlined the progress made in terms of social dialogue thanks to the support of the ILO and the benefits that the new positive dialogue has brought. For example, one trade union representative highlighted that “previously, trade unions were seen as trouble-makers. Now we have been given the skills and training to dialogue effectively, be listened to and play our role effectively”. The Ministry of Labour and Social Affairs (MAST)

<sup>102</sup> ILO website: [http://www.ilo.org/global/about-the-ilo/newsroom/features/WCMS\\_187879/lang--en/index.htm](http://www.ilo.org/global/about-the-ilo/newsroom/features/WCMS_187879/lang--en/index.htm) [accessed 31/07/2015]

<sup>103</sup> Nexus Associates, Inc. (2012). Better Work Haiti – Mid-term Evaluation: Final Report, p.2.

<sup>104</sup> ILO (2014). IPEC evaluation. Haiti: Protéger les enfants du travail des enfants pendant la première phase de reconstruction (HAI/10/02/USA), p.24.

<sup>105</sup> GROJEAN, R. (2013). Evaluation finale indépendante. Gestion des débris en appui au retour au foyer des Populations affectées par le tremblement de Terre dans les quartiers de Port-au-Prince, p.51.

<sup>106</sup> Nexus Associates, Inc. (2012). Better Work Haiti – Mid-term Evaluation: Final Report, p.4.

underlined that “the ILO has managed to establish a balance between employers and trade unions; previously relations between the two parties had been very conflictual” and said that “It was now clear that for MAST to understand the real needs, we need to talk to representatives of both employers and employees”. One high-level representative of a key employer confederation stated that “We can now dialogue with a culture of respect”, while another that they now felt that “the private sector was engaged in key labour market and business decisions in Haiti, through direct, formal contacts and dialogue. In time, through this opening, the informal sector can also be brought in”. Some key achievements of the social dialogue processes mediated and facilitated by the ILO which interviewees highlighted included: the progress towards the new Labour Code, the agreement on the key priorities of the ILO Haiti Decent Work Country Programme (DWCP) 2015-2020, the concrete application of better working conditions in textile factories in accordance with the HOPE laws and raising collective awareness and joint action on fundamental national concerns such as child labour.

In the context of the Debris I and Debris II (HAI/10/50/UND, HAI/11/50/UND) interventions, a series of actions was carried out to develop effective social dialogue processes and the capacity of all three tripartite stakeholders: for employers, the ILO contributed to defining the technical assistance needed and carried out a programme of seminars for the Haitian Association of Industries (ADIH), as well as round table discussions with the Haitian Chamber of Commerce and the Association of Construction Enterprises (AEC); for trade unions, the ILO collaborated with International Trade Union Confederation (ITUC) and the Trade Union Confederation of the Americas (TUCA) in organising a Haitian trade union summit in Santo Domingo in 2010 and, with the support of the ILO, three joint Haitian trade union platforms were established on vocational training, social protection and reforming the Labour Code; and, with the government, actions included ongoing support to develop the capacity of the Ministry of Labour and Social Affairs (MAST) and working with the Ministries of Education and Under Secretary of State on Vocational Training on developing a vocational training strategy through tripartite processes<sup>107</sup>. Similarly, in the context of Better Work Haiti, the ILO conducted an analysis of the national labour law and organised a tripartite process to bring it into compliance with ILO conventions, commissioned a report on the trade union movement in Haiti, and purchased computers and printers for trade unions and worker organisations. An ILO senior specialist conducted an assessment of ADIH in November 2010 and undertook an organisational review in July 2011<sup>108</sup>.

ILO interventions have directly led to the creation of a number of tripartite bodies. In the context of the IPEC interventions, a National Tripartite Committee on the Elimination of Child Labour was established with 12 meetings and one press conference being held by the end of December 2013<sup>109</sup>; this was signalled as “one of the most positive results of the project” by the independent evaluation<sup>110</sup>. Similarly, in the context of the Better Work Haiti initiative, the HOPE Commission (CTMO-HOPE) was established to oversee the operationalisation of the programme involving a representative of the Prime Minister (chairperson) a representative of the Ministry of Economy and Finance; a representative of the Ministry of Commerce and Industry; a representative of the Ministry of Labour and Social Affairs (MAST); three representatives of local business associations; and three representatives of the trade union sector<sup>111</sup>.

<sup>107</sup> GROJEAN, R. (2013). Evaluation finale indépendante. Gestion des débris en appui au retour au foyer des Populations affectées par le tremblement de Terre dans les quartiers de Port-au-Prince, p.50-52.

<sup>108</sup> Nexus Associates, Inc. (2012). Better Work Haiti – Mid-term Evaluation: Final Report, p.2-3.

<sup>109</sup> ILO (2014). IPEC evaluation. Haiti: Protéger les enfants du travail des enfants pendant la première phase de reconstruction (HAI/10/02/USA), p.13.

<sup>110</sup> ILO (2014). IPEC evaluation. Haiti: Protéger les enfants du travail des enfants pendant la première phase de reconstruction (HAI/10/02/USA), p.vii.

<sup>111</sup> Nexus Associates, Inc. (2012). Better Work Haiti – Mid-term Evaluation: Final Report, p.2.

### *Awareness-raising*

Increasing awareness about rights and key social and labour market issues has been one of the main impacts of the ILO's work in Haiti. A particular focus of the IPEC interventions was for example to raise awareness on the issue of child labour, targeting a range of actors including employers, trade unions, government, local authorities, children, schools, families, media representatives and the wider population, including churches. A variety of tools were produced including a pedagogical guide for training adolescents, a guide for journalists, a brochure on the abolition of child labour targeted at the government, employers' organisations, trade unions and civil society, and a study on labour market opportunities for adolescents; a list of dangerous workplaces is also underway as well as a study on child labour. These tools have been widely disseminated by the ILO, in particular for example during the 'Week of the Child' in Haiti and the World Day against Child Labour<sup>112</sup>. The SCREAM methodology introduced to raise awareness among children and young adults has been particularly effective in engaging these target groups<sup>113</sup>, as was highlighted repeatedly in interviews. The head of one of the implementing NGOs (ENPAK) underlined that "awareness has not only been raised, but now people are blaming themselves for their lack of action in this field".

Similarly, the intervention on Gender sensitive labor market migration policies in the Nicaragua Costa Rica, Panamá, and Haití, Dominican Republica corridors (RLA/09/05/EEC) carried out a campaign to raise awareness on labour migration issues and to promote ILO conventions and the ILO Multilateral Framework on labour migration directives and principles (based on the reproduction of ILO's publication "In Search of Decent Work – Migrant Workers Rights: A Manual for Unionists")<sup>114</sup>. In addition, events were organised such as an event to exchange experiences on Haiti-Jamaica temporary labour migration<sup>115</sup>.

Raising awareness among workers, factory owners, ministries and social partners has also been a key impact of The ILO Programme in the 2010–2011 UNAIDS Unified Budget and Workplan (INT/09/09/UNA) and current Prévention du VIH dans le monde du travail en Haiti (HAI/13/51/OPE & GLO/12/01/OPE). Among others, the training of 19 labour inspectors led to the implementation of a public awareness-raising session delivered by Ministry of Labour and Social Affairs (MAST) with technical support from the ILO. Interviewees highlighted that awareness has also been raised effectively in the manufacturing industry through collaboration with the Better Work Haiti project: at the export-processing zone SONAPI, the project provided for example HIV prevention information at the OSH (occupational safety and health) day celebrations. The emphasis has been on training and raising awareness to snowball knowledge since, as the project manager highlighted "We can't be there all the time". There has also been an emphasis on the workers themselves; as one factory owner interviewed stated – "If we want to make a change, we have to start from the bottom".

### *Capacity-building and development of tools*

Capacity-building through the development and implementation of training programmes and tools has been a cornerstone of the majority of ILO interventions in Haiti. Interviewees particularly highlighted the important impact of vocational training programmes for workers in the informal construction sector (in interventions such as *Réhabilitation de la zone du Champs de Mars* (HAI12/01/UND) or *Debris I and II*),

<sup>112</sup> ILO (2014). IPEC evaluation. Haiti: Protéger les enfants du travail des enfants pendant la première phase de reconstruction (HAI/10/02/USA), p.vi.

<sup>113</sup> ILO (2014). IPEC evaluation. Haiti: Protéger les enfants du travail des enfants pendant la première phase de reconstruction (HAI/10/02/USA), p.24.

<sup>114</sup> VARELA, J. (2013). Gender sensitive labor market migration policies in the Nicaragua Costa Rica, Panamá, and Haití, Dominican Republica corridors, p.26.

<sup>115</sup> VARELA, J. (2013). Gender sensitive labor market migration policies in the Nicaragua Costa Rica, Panamá, and Haití, Dominican Republica corridors, p.29.



training for at-risk young people (as in the IPEC projects) and the training of labour market inspectors and mediators (in the context of initiatives such as Supporting the reform of Haiti's labor administration and the revision of its national labor code within the framework of the Better Work Haiti program (HAI/10/03/CAN) and subsequent projects.

Capacity-building has been a key feature for example of the Better Work Haiti interventions, providing training for workers, trade union organisations, employers/factory managers, enterprise advisers and the Ministry of Labour and Social Affairs. Using training materials developed elsewhere in the global Better Work programme, Better Work Haiti has adapted awareness and risk self-assessment materials on occupational safety and health (OSH), as well as training for members of Performance Improvement Consultative Committees) and is one of five countries where "Life Skills Training" for workers is being piloted, consisting of a set of one-hour, classroom-based training sessions organized under four themes – HIV/AIDS, financial literacy, OSH, and workplace communication. Comprehensive training was also carried out for enterprise advisers including on the compliance assessment tool, factory assessments, OSH, HOPE legislation, advisory services and training, freedom of association and collective bargaining.

The final evaluation of the intervention on Protecting Children from Child Labour During the Early Recovery Phase (HAI/10/02/USA) highlights that some of the "most positive results of the project were [...] the development of an operational model for the vocational training of adolescents, a pilot run of an awareness-raising module for children using the SCREAM methodology, the development of several training guidebooks, and holding several training sessions for key actors"<sup>116</sup>. In 2012-2013 for example, seven capacity-building training sessions took place for 306 key actors: 49 young people, 50 mayors and municipal officials, 80 members of the Brigade for the Protection of Minors, 65 journalists, 30 trade unionists, and 32 SCREAM facilitators and teachers. In addition, 30 adolescents in the Bel-Air neighbourhood were trained in "Understanding a business" and a further 65 adolescents on techniques of anti-earthquake construction; a 37-page guidebook on vocational training for adolescents was also produced. Under Gender sensitive labor market migration policies in the Nicaragua Costa Rica, Panamá, and Haití, Dominican Republica corridors (RLA/09/05/EEC), seminars were organised jointly with the IOM for skills development in labour migration management focusing on strengthening inspection services to monitor decent working conditions in the destination country's workplace<sup>117</sup>.

Training of semi-qualified construction workers and entrepreneurs was also one of the major outputs of the Debris I and Debris II (HAI/10/50/UND, HAI/11/50/UND) interventions. 896 people were trained, of which 454 in technical skills and 454 in management<sup>118</sup>. The final evaluation highlights the importance of this result: "the added value of the Debris projects compared to the national activities in the field lies in the validation of content and methodologies for vocational training adapted to the target group and to the reality of the Haitian labour market. There is currently no training programme for manual labourers in the informal sector, which represents some 80% of economic activity in Port-au-Prince. The National Institute for Vocational Training (INFP) estimates that 98% of construction workers have no diploma [...]. This process will also allow the gradual certification of semi-qualified beneficiaries, leading to a potential increase in their income and a certain social recognition"<sup>119</sup>. Under the presidential programme "16/6", two

<sup>116</sup> ILO (2014). IPEC evaluation. Haiti: Protéger les enfants du travail des enfants pendant la première phase de reconstruction (HAI/10/02/USA), p.vii. [quotation translated from French by the author of this report]

<sup>117</sup> VARELA, J. (2013). Gender sensitive labor market migration policies in the Nicaragua Costa Rica, Panamá, and Haití, Dominican Republica corridors, p.28.

<sup>118</sup> GROJEAN, R. (2013). Evaluation finale indépendante. Gestion des débris en appui au retour au foyer des Populations affectées par le tremblement de Terre dans les quartiers de Port-au-Prince, p.1.

<sup>119</sup> GROJEAN, R. (2013). Evaluation finale indépendante. Gestion des débris en appui au retour au foyer des Populations affectées par le tremblement de Terre dans les quartiers de Port-au-Prince, p.13. [quotation translated from French by the author of this report]

manuals and two ILO training modules (training for trainers and training for workers) were compiled on earthquake resistant building techniques<sup>120</sup>.

Interviews with the Ministry of Labour and Social Affairs (MAST) in particular underlined the important impact of capacity-building carried out by the ILO under initiatives such as Supporting the reform of Haiti's labor administration and the revision of its national labor code within the framework of the Better Work Haiti program (HAI/10/03/CAN) and subsequent projects. The interventions involved for example training for 50 national labour inspectors and 20 mediators in topics such as international labour standards, occupational safety and health in the garment industry, HIV, industrial relations, deontology, inspection strategies, discrimination in the workplace and improvement of controls. As labour inspectors who had been on the training stated: "I now feel much more at ease and better equipped to inspect workplaces" and "It feels like my profession has been valorised". The ILO also had an important impact at MAST through working on career development pathways and carrying out a mapping exercise of human resources.

### *Development of employment opportunities*

ILO interventions in Haiti have also sought to directly generate employment – and hence revenue – for Haitian people, in particular in the context of reconstruction activities. For example, in the context of the Debris I and II (HAI/10/50/UND & HAI/11/50/UND) interventions, one of the key objectives was "the creation of sustainable and decent jobs"<sup>121</sup>. In this context, "UNDP, ILO and UNOPS recruited over 5000 Haitian people for temporary jobs in the fields of manual and mechanical removal of rubble and recycling. It should be noted that 34 per cent of these employees are women"<sup>122</sup>. In addition, the projects supported the creation and development of small businesses through the allocation of 66 small loans (micro-credit), in particular to women working in the transformation of agricultural produce and in cooking dishes who had lost all their work utensils and stocks in the earthquake. In Gender sensitive labor market migration policies in the Nicaragua Costa Rica, Panamá, and Haití, Dominican Republic corridors (RLA/09/05/EEC), temporary employment programmes in which Haitian citizens could also participate were identified<sup>123</sup>. One of the key benefits of the ILO action from the Better Work Programme highlighted by members of the HOPE Technical Committee (tripartite body) was "the economic value [...] Creating real employment".

### *Ensuring the application of decent working standards in practice*

ILO interventions have played a crucial role in promoting and ensuring the application of decent working conditions in Haiti. One of the main aims of the Debris I and II (HAI/10/50/UND & HAI/11/50/UND) interventions was to "reduce the deficits of decent work in the construction industry"; this strategy was implemented through a series of activities including: placing decent work in the reconstruction agenda, raising awareness on decent work among funding agencies and ensuring that decent working conditions were applied for the jobs created including for example health insurance for employees, respecting norms in terms of working hours and minimum working age and training on trade union rights<sup>124</sup>.

<sup>120</sup> UNDP (2012). First consolidated annual report on activities of the United Nations Development Group Haiti Reconstruction Fund (UNDG HRF), p.10.

<sup>121</sup> GROJEAN, R. (2013). Evaluation finale indépendante. Gestion des débris en appui au retour au foyer des Populations affectées par le tremblement de Terre dans les quartiers de Port-au-Prince, p.54.

<sup>122</sup> UNDP (2012). First consolidated annual report on activities of the United Nations Development Group Haiti Reconstruction Fund (UNDG HRF), p.17.

<sup>123</sup> VARELA, J. (2013). Gender sensitive labor market migration policies in the Nicaragua Costa Rica, Panamá, and Haití, Dominican Republic corridors, p.29.

<sup>124</sup> GROJEAN, R. (2013). Evaluation finale indépendante. Gestion des débris en appui au retour au foyer des Populations affectées par le tremblement de Terre dans les quartiers de Port-au-Prince, p.10. [quotation translated from French by the author of this report]

Ensuring decent working conditions is also at the heart of the Better Work Haiti programme. A Compliance Assessment Tool (CAT) has been developed, and factory compliance assessments carried out; in 2009-2012, 108 compliance assessments took place in four rounds. In compliance assessments, factories are assessed against core labour standards (i.e. child labour, forced labour, discrimination and freedom of association) and working conditions (i.e. compensation, contracts and human resources, occupational safety and health, and working time). As required by the HOPE II Act, results from the assessments have been summarised in publicly available Biannual Synthesis Reports<sup>125</sup>. In January 2013, 24 factories were registered with Better Work Haiti<sup>126</sup>; according to interviews, this figure is now 30.

Interviews highlighted not only the recognition among key actors of the importance of improving working conditions leading to “conformity with international norms”, but also – as stated by the Labour Ombudsman, who underlined the “exceptional work of the ILO” – that “conformity supports productivity and competitiveness” and “gave an exceptional framework for employers, trade unions and workers to make improvements”, as well as “leading to an understanding of the need for training for workers, employers and labour inspectors”.

### *Improvement of living conditions*

ILO interventions have also generated an important impact on living conditions. The final evaluation of the Debris I and II (HAI/10/50/UND & HAI/11/50/UND) interventions highlights that: “the income generated [...] participates in the improvement of families’ living conditions. The creation of this positive and constructive dynamic has allowed the progressive defusing of the climate of violence”<sup>127</sup>. In addition, the ongoing concertation between the UN teams and the community platforms has led to the establishment of a truly participative dialogue which “gives voice to populations rarely consulted on the social developments of their life environment”<sup>128</sup>.

### *Development and consolidation of knowledge*

Through the production of studies, the ILO has also contributed positively to the development of a knowledge base in its fields of intervention in Haiti. For example, under Better Work Haiti, researchers from Tufts University have conducted surveys of managers and workers in garment factories and prepared case studies<sup>129</sup>. The “baseline” survey was carried out with 500 workers in participating factories in 2011; in addition to demographic information, the questionnaire include questions related to wages; hours; training; occupational safety and health; health care; verbal, physical and sexual abuse, common punishments, communication and problem solving, life and family, debt, contracts, and factory facilities. The report presents a picture of workers who are concerned about many aspects of working conditions in factories and are experiencing emotional and physical problems<sup>130</sup>. In Gender sensitive labor market migration policies in the Nicaragua Costa Rica, Panamá, and Haití, Dominican Republica corridors (RLA/09/05/EEC), a diagnostic study and best practices on consular practices of the five countries consulates in the United States (including an analysis of the lessons learned from the “We can help” Labor Department program) was developed<sup>131</sup>.

<sup>125</sup> Nexus Associates, Inc. (2012). Better Work Haiti – Mid-term Evaluation: Final Report, p.2.

<sup>126</sup> Better Work Haiti (2013). Better Work Haiti: Garment Industry. 6th Biannual Synthesis Report Under the HOPE II Legislation, p.29.

<sup>127</sup> GROJEAN, R. (2013). Evaluation finale indépendante. Gestion des débris en appui au retour au foyer des Populations affectées par le tremblement de Terre dans les quartiers de Port-au-Prince, p.54. [quotation translated from French by the author of this report]

<sup>128</sup> GROJEAN, R. (2013). Evaluation finale indépendante. Gestion des débris en appui au retour au foyer des Populations affectées par le tremblement de Terre dans les quartiers de Port-au-Prince, p.54. [quotation translated from French by the author of this report]

<sup>129</sup> Better Work Haiti (2013). Better Work Haiti: Garment Industry. 6th Biannual Synthesis Report Under the HOPE II Legislation, p.2.

<sup>130</sup> Better Work Haiti (2013). Better Work Haiti: Garment Industry. 6th Biannual Synthesis Report Under the HOPE II Legislation, p.32.

<sup>131</sup> VARELA, J. (2013). Gender sensitive labor market migration policies in the Nicaragua Costa Rica, Panamá, and Haití, Dominican Republica corridors, p.29.

## Synergies

ILO interventions in Haiti have been implemented in close cooperation with both a range of different actors (other international organisations, NGOs, Haitian organisations, South-South bilateral cooperation countries) and with other interventions (implemented by other organisations or by the ILO a wider geographical scale), creating a range of positive synergies. As stated by one ministerial interviewee: “In Haiti, you don’t get results by working alone”.

In terms of cooperation with other international organisations, the ILO is one of 14 members of the United Nations Development Group Haiti Reconstruction Fund (UNDG HRF) which also includes the United Nations Organisation for Food and Agriculture (FAO), United Nations Development Programme (UNDP), United Nations Environment Programme (UNEP), United Nations Population Fund (UNFPA), UN-Habitat, United Nations Office for Project Services (UNOPS), United Nations Children’s Fund (UNICEF), United Nations Educational, Scientific and Cultural Organization (UNESCO), UN Women, World Tourism Organization (UNWTO), World Food Programme (WFP), United Nations Industrial Development Organization (UNIDO), World Health Organization (WHO), and the International Organisation for Migration (IOM)<sup>132</sup>. As such, its interventions are often articulated with those of other international organisations or delivered jointly. For example, the Debris I and II (HAI/10/50/UND & HAI/11/50/UND) interventions were implemented with UNDP and UN-Habitat<sup>133</sup>, although the final evaluation notes that “the level of collaboration and complementarity between the three partners remained quite limited due to the very compartmentalised division of activities agreed at the start and over a relatively short implementation period”<sup>134</sup>. More fruitful cooperation has however been noted in other interventions such as IPEC in which “effective collaboration (synergism) was forged with [...] other organisations for the training, awareness-raising, information and communication activities (ILO/Crisis, UNICEF and OIM)”<sup>135</sup>; for example, at a very concrete level, the guidebook for journalists was produced with UNICEF, while the training of community leaders was carried out by OIM. In the case of Gender sensitive labor market migration policies in the Nicaragua Costa Rica, Panamá, and Haïti, Dominican Republic corridors (RLA/09/05/EEC), the ILO also collaborates with the European Commission<sup>136</sup>, although this cooperation was also sometimes challenging due to a certain degree of inflexibility of the Commission.

The ILO has developed important synergies through working with a range of NGOs. In Debris I and II (HAI/10/50/UND & HAI/11/50/UND), the ILO worked with 4 NGOs who were strongly implanted in the intervention areas including VIVA RIO (a Brazilian NGO), JP/HRO (an American NGO) and ARCHITECHNIE (a Haitian construction enterprise)<sup>137</sup>. VIVA RIO also trained 65 adolescents and carried out a study on child labour in a particularly challenging neighbourhood in the context of Protecting Children from Child Labour during the Early Recovery Phase (HAI/10/02/USA)<sup>138</sup>. In the IPEC project, the SCREAM methodology is implemented by the Haitian NGO ENPAK. In the context of Better Work Haiti,

<sup>132</sup> UNDP (2012). First consolidated annual report on activities of the United Nations Development Group Haiti Reconstruction Fund (UNDG HRF), p.8.

<sup>133</sup> UNDP (2012). First consolidated annual report on activities of the United Nations Development Group Haiti Reconstruction Fund (UNDG HRF), p.8.

<sup>134</sup> GROJEAN, R. (2013). Evaluation finale indépendante. Gestion des débris en appui au retour au foyer des Populations affectées par le tremblement de Terre dans les quartiers de Port-au-Prince, p.1. [quotation translated from French by the author of this report]

<sup>135</sup> ILO (2014). IPEC evaluation. Haiti: Protéger les enfants du travail des enfants pendant la première phase de reconstruction (HAI/10/02/USA), p.v. [quotation translated from French by the author of this report]

<sup>136</sup> VARELA, J. (2013). Gender sensitive labor market migration policies in the Nicaragua Costa Rica, Panamá, and Haïti, Dominican Republic corridors, p.40.

<sup>137</sup> GROJEAN, R. (2013). Evaluation finale indépendante. Gestion des débris en appui au retour au foyer des Populations affectées par le tremblement de Terre dans les quartiers de Port-au-Prince, p.25.

<sup>138</sup> ILO (2014). IPEC evaluation. Haiti: Protéger les enfants du travail des enfants pendant la première phase de reconstruction (HAI/10/02/USA), p.24.

the ILO has been working with the American NGO SHARE-HOPE which implements health education courses for women in factories.

In all its interventions, the ILO works closely with Haitian organisations with the aim, as stated by a government representative of “passing the baton to Haitians”. This includes working with the social partners (government, trade unions and employer organisations in the context of tripartite committees associated with interventions (such as Better Work Haiti (CTMO-HOPE) or IPEC), training and capacity-building of Haitian organisations (such as Supporting the reform of Haiti’s labor administration and the revision of its national labor code within the framework of the Better Work Haiti program – HAI/10/03/CAN), implementing projects with Haitian NGOs (such as ENPAK in IPEC) and cooperating closely with labour market authorities (such as MAST for training of inspectors or INFP for vocational training for young people in Debris I and II).

Positive synergies have also been observed through strong South-South cooperation in ILO interventions, in particular with Brazil. IPEC for example “is a good example of South-South cooperation in an effort to protect children from illegal or dangerous work, particularly the worst forms of work for children. It is also an example of triangular cooperation, bringing together a donor country from the North (USA) with two developing countries in a horizontal South-South relationship”<sup>139</sup>. This horizontal cooperation allows Haiti to learn from successful experience in a similar context in Brazil through concrete collaboration with NGOs, but also through study trips to Brazil: two trips were for example organised for members of the Tripartite Committee in 2013 to participate in international conferences on child labour and discuss with representatives from other delegations<sup>140</sup>.

ILO interventions in Haiti have also been implemented in synergy with wider ILO interventions, such as the global Better Work, IPEC and The ILO Programme in the 2010–2011 UNAIDS Unified Budget and Workplan programmes. There has also been close cooperation with ILO experts and divisions in Geneva in a number of interventions. For example, DIALOGUE, LAB/ADMIN and ACTEMP worked in Haiti in the context of Better Work Haiti<sup>141</sup>. ILO experts have also carried out training sessions for labour market inspectors in the context of Supporting the reform of Haiti’s labor administration and the revision of its national labor code within the framework of the Better Work Haiti program – HAI/10/03/CAN.

Evaluations also point to the positive synergies between the ILO interventions within Haiti. The IPEC evaluation for example highlights “an effective collaboration (synergism) with other ILO projects”<sup>142</sup>.

### Sustainability of interventions

Available evaluative evidence points to a number of ways in which ILO interventions have developed their sustainability. In the context of Debris I and II (HAI/10/50/UND & HAI/11/50/UND), a ‘Centre for Business Services’ was established which “integrates the knowledge and good practices of the two Debris projects in terms of training and support for future small business managers”<sup>143</sup>. The final evaluation of Protecting Children from Child Labour during the Early Recovery Phase (HAI/10/02/USA) indicates that “the effects of the project will be sustainable” in particular in terms of the actors and young people who

<sup>139</sup> ILO (2014). IPEC evaluation. Haiti: Protéger les enfants du travail des enfants pendant la première phase de reconstruction (HAI/10/02/USA), p.24. [quotation translated from French by the author of this report]

<sup>140</sup> ILO (2014). IPEC evaluation. Haiti: Protéger les enfants du travail des enfants pendant la première phase de reconstruction (HAI/10/02/USA), p.24.

<sup>141</sup> Nexus Associates, Inc. (2012). Better Work Haiti – Mid-term Evaluation: Final Report, p.62.

<sup>142</sup> ILO (2014). IPEC evaluation. Haiti: Protéger les enfants du travail des enfants pendant la première phase de reconstruction (HAI/10/02/USA), p.vi.

<sup>143</sup> GROJEAN, R. (2013). Evaluation finale indépendante. Gestion des débris en appui au retour au foyer des Populations affectées par le tremblement de Terre dans les quartiers de Port-au-Prince, p.41. [quotation translated from French by the author of this report]

have been trained or whose awareness has been raised, the training modules and methodologies, and the dissemination documents. It notes however that replication of activities will require further funding. The Tripartite Committee will be an important means to ensure institutional sustainability, particularly in light of the frequent changes in ministers<sup>144</sup>.

The evaluation of Better Work Haiti indicates that there is evidence that factory managers are integrating the learning from the project: “factories have instituted changes in practices, which have brought them into compliance on particular points. Interviews with factory owners/managers provided further evidence that factories have taken steps to comply with international standards and national laws, particularly with respect to working conditions.” It also however highlights the challenges associated with ensuring the sustainability of this impact: “In the absence of legislation mandating factories to participate in the BWH program, it is unlikely that owners/managers would choose to subject themselves to compliance assessment unless required by buyers. However, only a small number of buyers would potentially impose this requirement, resulting in partial coverage of the sector” and considering that “the need for Better Work will continue until the government establishes and enforces strong labor laws, trade unions have the capacity to protect workers, and businesses operate with enlightened self-interest. It is not clear how or when these conditions will be met in Haiti”<sup>145</sup>. Interviews highlighted that one route to sustainability may be asking factories to pay for services (as in other Better Work countries), and there is some optimism that this will be possible now that employers have seen the economic as well as social benefits of monitoring and improving working conditions.

Interviewees highlighted that one of the main ways to achieve sustainability of ILO interventions is the training of (Haitian) trainers (ToT), who can then multiply the learning through further training. This approach is clearly in evidence across the full range of ILO interventions in Haiti and is part of the aim to “pass the baton to Haitians”. Under Debris I, 30 trainers were trained in business management, who in turn have trained 150 people<sup>146</sup>. In *Prévention du VIH dans le monde du travail en Haiti* (HAI/13/51/OPE & GLO/12/01/OPE), 80 trainers are in the process of being trained, drawn from workers in the factories. In the women’s health education project for factory workers in the textile industry implemented by the NGO ‘Share HOPE’ in the context of Better Work Haiti, peer trainers are trained using a “peer-to-peer” methodology to deliver the six training modules to their co-workers; there is approximately 1 peer trainer for every 25 female workers. Under Better Work Haiti, the HOPE Technical Committee highlighted that “originally the auditors came from outside, today they are Haitian auditors”. Factories are also requested to do a self-assessment before the arrival of the compliance inspectors, with the aim of supporting to look at their own performance.

Interviews also underlined that the ILO’s work in strengthening the capacity of Haitian organisations is also key to ensuring sustainability. This includes the capacity-building for the labour administration (Ministry of Labour and Social Affairs (MAST), the Vocational Training Institute (INFP) and the National Administration School (ENAP)), for trade unions and for employers.

Finally, certain interviewees, in particular from the Ministry of Labour and Social Affairs (MAST) also highlighted that, to be sustainable, ILO interventions also need to take into account the practical limitations in Haiti. Since the Ministry has very few computers and limited internet access and that electricity is “a luxury not a normal part of daily life”, they stressed the importance in their own context of supplying paper manuals and guidebooks for sustainability of interventions. The manuals can then be consulted easily on desks and carried around by labour inspectors when they travel to factories.

<sup>144</sup> ILO (2014). IPEC evaluation. Haiti: Protéger les enfants du travail des enfants pendant la première phase de reconstruction (HAI/10/02/USA), p.23.

<sup>145</sup> Nexus Associates, Inc. (2012). Better Work Haiti – Mid-term Evaluation: Final Report, p.60.

<sup>146</sup> UNDP (2012). First consolidated annual report on activities of the United Nations Development Group Haiti Reconstruction Fund (UNDG HRF), p.17.

## Gender equality

Evidence from evaluations of ILO projects in Haiti indicates that there has been a focus on gender equality, in particular in certain interventions. The project Gender sensitive labor market migration policies in the Nicaragua Costa Rica, Panamá, and Haití, Dominican Republica corridors (RLA/09/05/EEC) has for example a particularly strong focus on gender issues. Its evaluation notes for example that “in this respect the project is relevant with respect to the gender approach by including it among its priorities in the domestic work sector, which by its nature and constituency to the private sphere (making it difficult for supervision) usually occurs in high informality conditions and with little respect for labour rights” and that “policies, labor and immigration laws of the countries covered by the project are gender neutral, and in practice, they reinforce discrimination against women migrant workers, making it highly relevant for the project to emphasize the integration of gender sensitivity in policies and legislation”<sup>147</sup>. The project also supported a gender-sensitive study on the Enforcement Rules of the Dominican Republic Immigration Act 18 and developed national diagnostic studies on gender policy<sup>148</sup>.

A focus on gender equality is also however brought to the fore in other evaluations. For example, the final evaluation of Debris I and II (HAI/10/50/UND & HAI/11/50/UND) highlights that 23% of trainees were women. Although this was considerably less than the target of 40%, it remains an important achievement in the predominately male construction sector. In addition, the micro-loan programme principally benefited women running small businesses in food preparation and transformation of agricultural products who had lost their utensils and stocks in the earthquake<sup>149</sup>. Throughout the intervention, it was required that at least 20% of production units were made up of women. Women also represented 21% of trainers trained in the “Understanding your Business” methodology.

Project visits and interviews in Haiti also demonstrated that there had been a particular focus on female workers in the ILO interventions focusing on the prevention of HIV in the workplace (the infection rate of women is higher than for men), as well as in health education projects within the Better Work Haiti activities. Within the reconstruction projects, there has been a particular focus on valorising women’s traditional work, including domestic work and food preparation. In the future, there is an aim to support in the introduction of creches in the workplace to facilitate work-life balance for workers.

## FOR WHOM?

The analysis of the evidence from both evaluations and interviews allows the identification of a wide range of beneficiaries and target groups of ILO interventions in Haiti, ranging from national government officials, decision-makers at national and local level, law enforcement agencies, employers and employees’ organisations, workers’ organisations, enterprises and workers themselves in a range of different economic sectors and in the informal economy, civil society organisations, recruitment agencies, but also the general public. In the majority of instances, constituents of the ILO have been involved in the interventions in some capacity, e.g. as participants in capacity-building activities or on Steering Committees.

Different types of activity are typically linked to target groups at different levels. Three main clusters of interventions can be distinguished: support for high-level stakeholders, support for intermediate stakeholders and support at the local level.

<sup>147</sup> VARELA, J. (2013). Gender sensitive labor market migration policies in the Nicaragua Costa Rica, Panamá, and Haití, Dominican Republica corridors, p.8-9.

<sup>148</sup> VARELA, J. (2013). Gender sensitive labor market migration policies in the Nicaragua Costa Rica, Panamá, and Haití, Dominican Republica corridors, p.24-25.

<sup>149</sup> GROJEAN, R. (2013). Evaluation finale indépendante. Gestion des débris en appui au retour au foyer des Populations affectées par le tremblement de Terre dans les quartiers de Port-au-Prince, p.2.

### Support to high-level stakeholders

In Haiti, significant support was provided in the context of ILO interventions to high-level stakeholders, in particular national ILO constituents. The ILO carried out a range of capacity-building activities in particular for senior managers in the Ministry of Labour and Social Affairs (MAST), for example in the context of Supporting the reform of Haiti's labor administration and the revision of its national labor code within the framework of the Better Work Haiti program (HAI/10/03/CAN). It has also collaborated closely with both trade union and employer organisations at the highest level both in the establishment and running of National Tripartite Committees, for example in the context of Better Work Haiti (CTMO-HOPE) and the International Programme for the Elimination of Child Labour. As stated by a leader of one of the employer confederations: "Having an established dialogue process means that we are more listened to on the international stage" and "There has been a lot of progress thanks to the ILO in the last 5/6 years. A real dialogue has been established with workers' representatives". As recognised by MAST: "the ILO kept the balance despite profound crises in Haitian institutions".

### Support to intermediate stakeholders

ILO projects provided a range of support and capacity building for intermediate stakeholders such as labour inspectors from the Ministry of Labour and Social Affairs (MAST), trade union and employer representatives, trainers and community leaders. Training was for example provided to intermediate actors (labour market inspectors, labour mediators, etc.) in MAST in the context of Supporting the reform of Haiti's labor administration and the revision of its national labor code within the framework of the Better Work Haiti program (HAI/10/03/CAN). Trainers were trained in a range of interventions including Debris I and II (HAI/10/50/UND & HAI/11/50/UND), Better Work Haiti and The ILO Programme in the 2010–2011 UNAIDS Unified Budget and Workplan (INT/09/09/UNA). Capacity-building and awareness-raising initiatives, as well as advisory services, were provided to both employer and trade union representatives in the context of Better Work Haiti.

Interviews highlighted that this support has been crucial, but also that there is a desperate need for support at this level to continue. Employer representatives for example underlined the weaknesses at middle management level. The Ministry of Labour and Social Affairs (MAST) stressed the need to train and support middle level staff and ensure their career progression. Trade unions underlined the importance of ensuring more training for their representatives.

### Support at local level

ILO interventions have also provided a range of support measures directly for the local level. In the context of Debris I and II (HAI/10/50/UND & HAI/11/50/UND), extensive vocational training was carried out with workers in the informal construction sector, job opportunities were created for people living in affected areas, and micro-loans were provided, in particular to women, to support the creation/re-establishment of small business activities. Under the IPEC programme, training and awareness-raising activities strongly targeted local young people, schools and school teachers, families and the wider public, as well as the higher level institutional stakeholders. Under Better Work Haiti and the HIV interventions, training has directly targeted workers on the shopfloor.

### WHY?

In this section, we present key success factors and the most common challenges of ILO interventions emerging from the available evaluative evidence.



## Success factors

Success factors identified in the evaluations of ILO interventions and through fieldwork in Haiti include the following:

- Finding an appropriate balance between macro, meso and micro level interventions. Fieldwork in Haiti strongly underlined that, to be successful, the ILO needs to focus on all three levels (macro, meso and micro). It is essential to ensure the high-level ratification of conventions; however, the ratification will have no value if the principles behind the conventions are not translated into national policy and practice, if these principles are not disseminated to key intermediate actors and if they are not put into practice and applied concretely in actions at local/micro level. Based on interview feedback and observation, the ILO appears to be achieving this delicate balancing act successfully at present in Haiti. The high-level Better Work Technical Committee (CTMO) for example underlined the importance of the fact that interventions by the ILO are “also very concrete”; an employer representative approved of the fact that “the activities are not just ‘bla bla’ but are practical and tangible” for actors. This multi-dimensional approach also creates a positive environment showing that the ILO is, as stated by one interviewee, a “support, and not just the police”; for example in Better Work, the compliance assessments are followed by concrete advisory and support services for implementing improvement.
- Using synergies and/or integrating resources from other ILO or UN interventions. The IPEC evaluation for example states that “Many of the [successful] initiatives involved using resources from other projects implemented by the ILO or other UN agency as a leverage effect...”<sup>150</sup>. The evaluation also highlights that “the partners strongly appreciated the way in which IPEC managed to mobilize other UN organisations in collaborative activities with the common goal of protecting children from child labour”<sup>151</sup> and that “the development of combined synergies with other ILO and UN projects was an excellent strategy to produce a number of results”<sup>152</sup>. Fieldwork in Haiti also underlined the importance of this strategy. The Better Work Haiti initiative has in particular generated positive relationships with employers in the textile industry in Haiti which the ILO has successfully used not only to improve working conditions and promote decent work, but also to raise awareness on key issues such as OSH, HIV, discrimination and child labour. The ILO project manager for the current *Prévention du VIH dans le monde du travail en Haiti (HAI/13/51/OPE & GLO/12/01/OPE)* joked for example that she “plays at being a parasite”, leading to successful inroads into factories on a sensitive topic. More generally, the need to deliver integrated initiatives, focusing on several fields rather than just one priority field, was clear. It cannot be beneficial, as one interviewee stated, “to advance strongly in one area of decent work, while all the other fields remain left behind”.
- Working in close cooperation with key national and local stakeholders and NGOs. As highlighted earlier, collaboration with new Haitian organisations (relevant ministries, the key employer confederations, etc.) has been crucial to success. The HIV projects for example work with the Ministry of the Feminine Condition, Ministry of Justice, the Ministry of Extreme Poverty and the National Vocational Training Institute (INFP). Working with the social partners has been a key success factor in the design, implementation and monitoring of ILO interventions in Haiti, contributing to national ownership of ILO themes and actions and appropriate tailoring to national specificities and actual needs. With regard to local stakeholders, the final evaluation of *Debris I and II (HAI/10/50/UND & HAI/11/50/UND)* highlighted the importance of concertation with local actors, stating that “the NGOs (local or international) and the local elected leaders are important allies for awareness-raising and coordination with

<sup>150</sup> ILO (2014). IPEC evaluation. Haiti: Protéger les enfants du travail des enfants pendant la première phase de reconstruction (HAI/10/02/USA), p.vii. [quotation translated from French by the author of this report]

<sup>151</sup> ILO (2014). IPEC evaluation. Haiti: Protéger les enfants du travail des enfants pendant la première phase de reconstruction (HAI/10/02/USA), p.viii. [quotation translated from French by the author of this report]

<sup>152</sup> ILO (2014). IPEC evaluation. Haiti: Protéger les enfants du travail des enfants pendant la première phase de reconstruction (HAI/10/02/USA), p.ix. [quotation translated from French by the author of this report]

the local inhabitants”<sup>153</sup>, as was also in evidence in the IPEC interventions. Fieldwork in Haiti underlined the necessity of involving local people and community leaders at every step in initiatives in order to ensure participation and integrate key messages. Working with NGOs (such as ENPAK in the IPEC projects and Share HOPE in Better Work Haiti) has also been a very effective strategy.

- South-South & North-South cooperation. As stated in the IPEC evaluation: “South-South and triangular (North-South and South-South) cooperation has been confirmed as a successful model in Haiti which could be used in other developing countries”<sup>154</sup>. Specifically, the project managers managed to maintain close contact with contacts and experiences in Brazil on eliminating child labour and “by emulating the Brazilian models, have succeeded in conserving South-South linkages clearly in evidence for key stakeholders, particularly the members of the National Tripartite Committee and the Ministry of Labour and Social Affairs (MAST)”<sup>155</sup>. Interviews in Haiti, in particular with MAST, underlined the potential of South-South cooperation in “learning from the experience of those in a similar context who have sought to tackle this problem”. Very concrete support is also provided by Brazilian NGOs on the ground in some of the most troubled districts of Port-au-Prince and within the context of the IPEC project *Encontrei Me*. High-level actors in the ministries highlighted the benefits of being able to exchange directly with peers in other countries in the context of visits to Brazil and to international conferences on child labour.
- The need for long-term interventions. The mid-term evaluation of Better Work Haiti highlights for example that, to be effective, “assistance needs to be in-depth, comprehensive, properly sequenced, and sustained”<sup>156</sup>. Given the long-term difficulties faced by Haiti, this need was clearly in evidence in fieldwork and underlined repeatedly by the national stakeholders interviewed.
- Applying “win-win” strategies to use reconstruction efforts as a basis for introducing labour-related programmes and generating employment. For example, the final evaluation of Debris I and II (HAI/10/50/UND & HAI/11/50/UND) highlights the importance of “promoting free and ‘win-win’ solutions such as clearing rubble in exchange for the right to set up a training workshop”<sup>157</sup>. Fieldwork observations and interviews also underlined the importance of the ILO strategy of using the reconstruction work as a vehicle to train and qualify local people and provide them with revenue through employment opportunities.
- Having sufficient resources for project management. The IPEC evaluation states for example that “the experience of this project has shown that it is very important for the success of a project to have sufficient management staff in country. Furthermore, in difficult cultural and political contexts, an officer with national proximity to the host country is probably necessary to the success of the project”. The evaluation also confirms the “need to have realistic expectations and realistic forecasts when formulating the project, including the necessity to provision sufficient budget for local experts”<sup>158</sup>.
- Tackling sensitive issues through the provision of factual research findings. For example, the evaluation of Gender sensitive labor market migration policies in the Nicaragua Costa Rica, Panamá, and Haití, Dominican Republica corridors (RLA/09/05/EEC) underlines the importance of “introducing issues where there is resistance or lack of consensus among the constituents through a technical and

<sup>153</sup> GROJEAN, R. (2013). Evaluation finale indépendante. Gestion des débris en appui au retour au foyer des Populations affectées par le tremblement de Terre dans les quartiers de Port-au-Prince, p.49. [quotation translated from French by the author of this report]

<sup>154</sup> ILO (2014). IPEC evaluation. Haiti: Protéger les enfants du travail des enfants pendant la première phase de reconstruction (HAI/10/02/USA), p.viii. [quotation translated from French by the author of this report]

<sup>155</sup> ILO (2014). IPEC evaluation. Haiti: Protéger les enfants du travail des enfants pendant la première phase de reconstruction (HAI/10/02/USA), p.ix. [quotation translated from French by the author of this report]

<sup>156</sup> Nexus Associates, Inc. (2012). Better Work Haiti – Mid-term Evaluation: Final Report, p.67.

<sup>157</sup> GROJEAN, R. (2013). Evaluation finale indépendante. Gestion des débris en appui au retour au foyer des Populations affectées par le tremblement de Terre dans les quartiers de Port-au-Prince, p.3. [quotation translated from French by the author of this report]

<sup>158</sup> ILO (2014). IPEC evaluation. Haiti: Protéger les enfants du travail des enfants pendant la première phase de reconstruction (HAI/10/02/USA), p.ix. [quotation translated from French by the author of this report]

neutral way, as information and research generation. This will develop a set of arguments based on solid evidence with which knowledge can be transferred and awareness creation to subsequently facilitate a more political work”<sup>159</sup>. The support and materials provided by the ILO in Geneva was also shown to be very positive in this light, for example in global interventions (such as the HIV, child labour and Better Work projects) where materials have been able to be used and adapted to the local context; as the HIV ILO project manager underlined, it means that “there is no need to reinvent the wheel”. The Better Work project manager at the ILO also underlined the benefits and support provided by the twice-yearly global meetings and the regular bi-monthly calls with Geneva.

- Using innovative and participative methodologies to engage local populations. In the IPEC project, the evaluation highlights for example that “the SCREAM methodology stimulates and raises awareness among children everywhere that it has been introduced and deserves to be replicated in any new project”<sup>160</sup>. Interviewees also mentioned for example that screening of World Cup football matches were used as a medium to engage and raise awareness among young people on child labour issues.

### Challenges and barriers

Some of the main challenges to successful implementation of ILO interventions highlighted in both the available evaluations and in interviews include the following:

- Fragility of the environmental and political context. In the context of the implementation of Debris I and II (HAI/10/50/UND & HAI/11/50/UND), the United Nations Development Group Haiti Reconstruction Fund (UNDG-HRF) has for example underlined that “Exposure to natural risks and political instability linked to the difficulty of establishing a new government represented the main challenges throughout the implementation period of the Participating Organizations’ programmes. This exposure led to several halts and delays in activities on the ground”<sup>161</sup>. Similarly, the evaluation of Better Work Haiti highlights that “the ability of BWH to carry out activities has been disrupted on repeated occasions, including the earthquake (January 2010), cholera outbreak (October 2010), hurricane (November 2010), and political unrest following presidential elections (December 2010)”<sup>162</sup>. Interviewees highlighted the difficulties of developing and sustainable labour market policies and overarching strategies, as well as building effective partnerships, due to the frequent changes in the Minister of Labour (often only in post for a few months before moving on).
- Challenging socio-economic context, limited employment opportunities. Interviewees underlined that there is a relatively slow growth rate in Haiti of approximately 3 to 4% which is lower than in other post-crisis countries. As specified in the introduction, Haiti’s labour market is also characterised by a very limited formal employment sector; 92% of employment is in the informal sector of the economy. Finally, even when work is available, employers often struggle to fill more qualified or middle management positions due to the weak levels of literacy and numeracy in the overall population due to the difficulties of accessing schooling. This context presents a clear challenge to implementing labour market interventions.
- Weak State institutions, lacking sufficient resources. The UNDG-HRF highlights that “for the majority of the projects, planning (at times) takes considerable time, especially in a State weakened by a number of recent crises.” In addition, “several Participating Organizations have remarked that the lack of technical, financial and human resources was a factor which limited the participation of Ministries in the

<sup>159</sup> VARELA, J. (2013). Gender sensitive labor market migration policies in the Nicaragua Costa Rica, Panamá, and Haití, Dominican Republic corridors, p.8-9.

<sup>160</sup> ILO (2014). IPEC evaluation. Haiti: Protéger les enfants du travail des enfants pendant la première phase de reconstruction (HAI/10/02/USA), p.viii. [quotation translated from French by the author of this report]

<sup>161</sup> UNDP (2012). First consolidated annual report on activities of the United Nations Development Group Haiti Reconstruction Fund (UNDG HRF), p.4.

<sup>162</sup> Nexus Associates, Inc. (2012). Better Work Haiti – Mid-term Evaluation: Final Report, p.4.

activities of different programmes and their ownership by those Ministries during that period<sup>163</sup>. The weakness of institutions was also underlined by interviewees, with for example the Labour Ombudsman who stated that “It is important to recognise the weakness of Haitian institutions, which requires the need for support in order to ensure that laws are applied in practice”. The Ministry of Labour and Social Affairs emphasised the paucity of their resources including a lack of computers, insufficient/inexistent access to internet for research, inconsistent access to electricity and lack of budget for travel: “training is very important but, to apply it, we need the concrete means to do so”.

- Undeveloped social dialogue. The mid-term evaluation of Better Work Haiti for example highlights that “From the beginning, BWH has operated in a difficult environment, where effective social dialogue is challenging – government institutions are weak; national trade unions are undeveloped; and many employers have not been committed to constructive labor-management relations”<sup>164</sup>. Interviewees stressed that, previous to ILO interventions, social dialogue had been almost inexistent and highly conflictual, even for example between trade union organisations. Thanks to support from the ILO, social dialogue is now developing, but remains in the early stages of development.
- Setting over-ambitious targets for project implementation, particularly in light of the local context. The IPEC evaluation underlines for example that “the project was too ambitious in terms of objectives, activities and targets” and that “the synchronisation and sequencing of activities and products were too complex or not appropriate to Haiti, particularly in the post-earthquake period”<sup>165</sup>.
- Limited resources/reactivity for effective project implementation. In the evaluation of IPEC, it was noted that “the number of programme managers was not sufficient for the number of tasks required” and that “A proximity officer was lacking, with knowledge of local contacts and culture, who could have allowed taking better advantage of useful networks”<sup>166</sup>. Interviewees have also highlighted the difficulties in finding trainers for projects, which can slow down project implementation; there is a similar difficulty in recruiting suitable ILO staff. Budgets for ILO interventions are relatively small, and the number of ILO staff coordinating projects is often very limited in comparison to the expectations of national stakeholders. As stated in the previous section, another particular challenge is to ensure continuity and sustainability of action despite the fact that most ILO interventions are relatively short-term. It was also observed that there is sometimes insufficient flexibility for the local ILO office to respond to urgent needs; in Haiti for example, actions appear to often require triple-level validation from the sub-regional level (Costa Rica), the regional office (Lima) and the ILO headquarters (Geneva).
- Inactive or weak partners. Although overall the evaluations have highlighted the positive impacts and leverage effect of synergies of working in partnership, there were some instances where challenges were encountered with weak or ineffective partners. The mid-term evaluation of Better Work Haiti for example highlights that the partnership with IFC (International Finance Corporation) has not delivered the expected benefits: “IFC should play a more active role in supporting remediation efforts, particularly in companies in which it has made direct investments [...] it should take a stronger stance on compliance issues, helping to ensure that the factory is fully compliant with all international labor standards and national labor laws”<sup>167</sup>.

<sup>163</sup> UNDP (2012). First consolidated annual report on activities of the United Nations Development Group Haiti Reconstruction Fund (UNDG HRF), p.4.

<sup>164</sup> Nexus Associates, Inc. (2012). Better Work Haiti – Mid-term Evaluation: Final Report, p.4.

<sup>165</sup> ILO (2014). IPEC evaluation. Haiti: Protéger les enfants du travail des enfants pendant la première phase de reconstruction (HAI/10/02/USA), p.vi. [quotation translated from French by the author of this report]

<sup>166</sup> ILO (2014). IPEC evaluation. Haiti: Protéger les enfants du travail des enfants pendant la première phase de reconstruction (HAI/10/02/USA), p.vii. [quotation translated from French by the author of this report]

<sup>167</sup> Nexus Associates, Inc. (2012). Better Work Haiti – Mid-term Evaluation: Final Report, p.7.

## WHAT WORKS AND WHY: A SUMMARY

The review identified a number of success factors and challenges, that are summarised below.

Success factors	Challenges
<ul style="list-style-type: none"> <li>■ Finding an appropriate balance between macro, meso and micro level interventions.</li> <li>■ Using synergies and/or integrating resources from other ILO or UN interventions.</li> <li>■ Working in close cooperation with key national and local stakeholders and NGOs.</li> <li>■ South-South &amp; North-South cooperation.</li> <li>■ The need for long-term interventions.</li> <li>■ Applying “win-win” strategies to use reconstruction efforts as a basis for introducing labour-related programmes and generating employment.</li> <li>■ Having sufficient resources for project management.</li> <li>■ Tackling sensitive issues through provision of factual research findings.</li> <li>■ Using innovative and participative methodologies to engage local populations.</li> </ul>	<ul style="list-style-type: none"> <li>■ Political instability.</li> <li>■ Fragility of the environmental context.</li> <li>■ Challenging socio-economic context, limited employment opportunities</li> <li>■ Weak State institutions, lacking sufficient resources.</li> <li>■ Undeveloped social dialogue.</li> <li>■ Setting over-ambitious targets for project implementation, particularly in light of the local context.</li> <li>■ Limited resources/reactivity for effective project implementation.</li> <li>■ Inactive or weak partners.</li> </ul>

## CONCLUSIONS AND RECOMMENDATIONS

Haiti is the poorest country in the Western hemisphere, facing major challenges in terms of poverty, exposure to natural disasters, political instability, institutional weakness, access to education and employment opportunities. In this context, the ILO has implemented a range of interventions over the past 10 years in five main thematic fields: the prevention and eradication of child labour; ensuring decent working conditions, particularly in the textile/garment industry; employment generation in environmental rehabilitation and disaster mitigation; capacity-building of key Haitian labour market stakeholders and support for the integration of international labour standards in Haitian policy and practice; and, ‘other’ interventions on for example workplace policy on HIV/AIDS or gender-sensitive migration policies. The principal types of intervention include awareness-raising, training and capacity-building, support for the development of social dialogue, promoting compliance with national and international labour standards, and job creation. The Decent Work Country Programme (DWCP) for Haiti for 2015-2020 seeks to reinforce support through four pillars: social protection; social dialogue; employment, and; international labour standards. Its four main priorities are: vocational training and business development; the Labour Code; social dialogue, and; social protection.

Analysis of evidence from evaluative material and from fieldwork in Haiti demonstrates that ILO interventions have had a range of positive outcomes and impacts including: the ratification of ILO conventions and the development of national legislative texts or strategic action plans, boosting social dialogue and establishing tripartite bodies, awareness-raising, capacity-building and development of tools, development of employment opportunities, ensuring the application of decent working standards in practice, improvement of living conditions and the development and consolidation of knowledge in fields of intervention. Measures have been implemented to ensure the sustainability of ILO actions including training of local trainers, establishment of tripartite committees, development of national action plans (i.e. on HIV in the workplace or child labour), capacity-building of key institutional actors and social partners, and taking into account the practical limitations in Haiti by providing paper rather than internet-based guidebooks. ILO projects in Haiti are also contributing to gender equality through a specific focus in certain interventions (e.g. on labour market migration), gender targets for training beneficiaries (e.g. in the Debris interventions), the provision of micro-loans to woman’s micro-business activities, and specific targeting

of certain schemes to women (e.g. the HIV in the workplace programme). The interventions target a balanced and appropriate mix of high-level, intermediate and local stakeholders.

Success factors of interventions include: finding an appropriate balance between macro, meso and micro level interventions; using synergies and/or integrating resources from other ILO or UN interventions; working in close cooperation with key national and local stakeholders and NGOs; focusing on priority fields, then extending activities to other fields; South-South & North-South cooperation; the need for long-term interventions; applying “win-win” strategies to use reconstruction efforts as a basis for introducing labour-related programmes and generating employment; having sufficient resources for project management; tackling sensitive issues through provision of factual research findings, and: using innovative and participative methodologies to engage local populations. Challenges encountered include: political instability; environmental fragility; challenging socio-economic context, limited employment opportunities; weak State institutions, lacking sufficient resources; undeveloped social dialogue; setting over-ambitious targets for project implementation, particularly in light of the local context; limited resources/reactivity for effective project implementation, and; inactive or weak project partners.

Based on the evidence gathered for this review, key recommendations for ILO interventions in Haiti, potentially generalisable to other Fragile States, are as follows:

- Continue to focus ILO activity on a balanced mix of macro, meso and micro level interventions. The ILO can too often be seen as a policy organisation, not one which implements practical solutions. In order to ensure its credibility to provide solutions to urgent issues and engage national stakeholders, it is imperative – in Fragile States in particular – to demonstrate that it can have real impact both at top-down (e.g. ratification of conventions) and bottom-up level (e.g. public awareness-raising, provision of vocational training for local people), supported by a range of meso-level activities (e.g. training of trainers, capacity-building of institutions).
- Implement thematically integrated interventions and projects which traverse ILO specialisms (e.g. social protection, social dialogue, employment, skills, working conditions, etc.) and seek to achieve progress across a range of fields. In a context of fragility, it is particularly crucial to ensure the harmonious development of all fields of action simultaneously to support balanced development.
- Exploit all relevant opportunities for partnerships and synergies to enhance impact and consolidate (or ‘piggy-back’ on) resources from different sources. These include: synergies with the interventions of other UN or international organisations; cooperation with Haitian institutions and social partners; partnerships with NGOs for implementation and adaptation to local contexts, and; exchanges and cooperation with other countries, particularly in the context of South-South cooperation where lessons learned in similar contexts can be transferred to Haiti. When implementing joint actions, it remains essential to ensure careful coordination of efforts to avoid duplication (as was in evidence in the avalanche of interventions following the 2010 earthquake) and promote sustainability.
- Continue to actively develop and support the fledging social dialogue to ensure the appropriate identification of labour market needs, a harmonious development and implementation of policies and tripartite oversight of labour market and VET policy. In this context, it will be essential to continue to establish and develop permanent social dialogue mechanisms and to train and support representatives of social partners and the Haitian administration.
- Continue and upscale capacity-building and resource support for Haitian institutions such as the Ministry of Labour and Social Affairs (MAST), the national Vocational Training Institute (INFP), the judiciary and social partner organisations. The need for such support is still urgent and wide-ranging, both in the short and long term. Among others, training for judges in labour tribunals is required to settle employment disputes in an effective manner. To ensure the sustainability of ILO action, Haitian actors must have both the knowledge and resources to be able to continue the work.
- Identify and fully exploit all relevant openings to introduce decent work interventions or focus attention on key issues. In Haiti, this has been successfully achieved to date for example through using the

opportunity provided by the compliance requirements under the HOPE trade agreements to develop a focus and understanding by all stakeholders (employers, trade unions and the administration) of decent work. Recovery efforts, in particular reconstruction, have also been used as a vehicle for training and qualifying local people, as well as providing them with employment opportunities. In addition, ensuring formal conformity and the workplace access it afforded has been successfully exploited to date to introduce and promote other key issues which stakeholders may not have been so open to previously, such as prevention of HIV in the workplace, discrimination and child labour. All interventions should also seek to integrate transversal priorities such as gender equality or the integration of people with disabilities. Programmes targeting workers should also seek to identify and address illiteracy issues. It will be essential to continue to identify and fully exploit similar opportunities going forwards.

- Develop a specific focus and understanding of successful strategies to ensure the sustainability of interventions in a fragile context. Requirements are different in a fragile context, and it is essential to adapt strategies to realities such as a lack of electricity or internet access. Continuing to ensure that the “baton is passed to Haitian actors” on labour market interventions through capacity-building and training of trainers must remain a high priority, even if it slows down project implementation in certain instances. Instances where intervention costs can partially be covered (such as for example asking factories to contribute to the costs for advisory services) in order to build sustainability for the future.
- Develop an even stronger focus on communication at all levels. This should include regular – and where possible formal (minuted) – communication with ILO constituents in Haiti, including consultations on needs and oversight on the success of interventions (“not only an invitation to the closing ceremony” as stated by one trade union representative). Enhanced communication campaigns on key issues (e.g. HIV) would be of benefit, if funds were available. All relevant ILO resources and communication must systematically be translated into creole or at least French. If possible, there would be considerable benefit in implementing a dissemination event in Haiti to capitalise and disseminate information on all the activities carried out by the ILO in Haiti in order to raise awareness among a much wider population, including students, teachers, judges, social partners and NGOs. Greater dissemination of information on ratified conventions could also be of benefit to increase understanding. In addition, an ongoing focus on raising public awareness (as in the child labour interventions) will be important, including via the proactive engagement of community leaders.
- Ensure the active and visible involvement of the ILO in concrete labour market interventions such as the development of basic competences for workers and unemployed people, the establishment sustainable vocational education and training mechanisms and programmes, access to the labour market and the creation of employment opportunities. It will also be important to expand the focus on the informal sector which is so prevalent in Haiti, and also to focus on sectors like agriculture (which represents 40% of the workforce) and domestic work, where poverty levels are high and working conditions often very poor. Other labour market priorities include the need to develop intermediate level competences, for example for middle management in enterprises, and to valorise the professions and work of intermediate level staff in administrations, for example through career development programmes. High level stakeholders have also underlined the need to ensure that ILO interventions find a balance with focusing both on conformity but also on competitiveness and productivity.
- Consider the need to establish permanent ILO offices in Fragile States like Haiti. Given the scope and scale of interventions needed, a permanent office – dependent on a reduced hierarchical structure of regional and sub-regional offices and hence enhancing flexibility to act and proximity to the ILO headquarters in Geneva – may provide benefits.
- Ensure long-term and coordinated interventions, agreed with all constituents. The five-year DWCP for Haiti (2015-2020) provides for example an important long-term commitment to key issues and results which is important. Time is needed to make real change in a fragile context, supported by sustained investment.

- Provide opportunities for Haitian stakeholders not only to receive support from international experts in their own country but also to learn by travelling to other countries. This could include the funding of exchanges or study visits of stakeholders or staff to other countries, and more visits to the ILO in Geneva. The benefits of providing this type of opportunity – strongly highlighted by several interviewees – include the additional learning it affords, the motivational impact of exchanging with experts and seeing experiences at first hand, and the lessons that can be brought back to Haiti.





# MIDDLE EAST / ARAB COUNTRIES

- Lebanon



Lebanon has been an ILO member state since 1948, five years after the country declared independence. World Bank estimates that the country's population is around 4.5 million in 2014<sup>168</sup>, although an official census has not been held since 1932. Before the Syrian crisis unfolded, around 11 percent of the labour force was unemployed and youth unemployment rate is around 34 percent. Current unemployment rates are likely to be significantly higher given slower economic growth and impact of the Syrian conflict.<sup>169</sup>

According to UNHCR, there are currently 1.2 million registered Syrian refugees<sup>170</sup>, around a quarter of the Lebanese population, which have taken refuge in Lebanon since the conflict started in March 2011. The influx of Syrian refugees is not only having a dramatic effect on the country's population, but also creating strain on its labour market, public finances, and service delivery, which are becoming increasingly fragile since the crisis.

Since 2008, Lebanon has had a change of government four times. Furthermore, ongoing political deadlock has delayed the implementation of reforms and has significantly hindered progress for improving the labour governance system. Lebanon continues to be troubled by sectarian and political unrest, which has been further compounded by the Syrian crisis. There is increasing reluctance among Lebanese political actors to compromise on sensitive and often sectarian issues. Despite some progress to improve the policy framework for human rights protection, women's rights, refugees' rights and the rights of migrant workers, Lebanon continues to fall short of international benchmarks.<sup>171</sup>

Lebanon has no national plan or employment strategy in place, and in the absence of a Decent Work Country Programme, ILO's activities in Lebanon currently follow an internal decent work strategy, which is articulated around the following three areas: (i) establishing a sound legislative environment; (ii) improved governance and social dialogue; and (iii) improving livelihoods and income generation at the community level.<sup>172</sup>

In this context, ILO has implemented a range of interventions over the past 10 years, in six thematic fields: improving employment opportunities and working conditions refugee workers; skills, knowledge and employability; combating child labour; peace building in conflict affected areas; rights of women migrant domestic workers; and livelihoods and economic recovery. The principle types of intervention include institutional capacity-building; promoting compliance with international labour laws; awareness-raising; employment creation and training; and support for the development of social dialogue.

<sup>168</sup> World Bank (2014) Lebanon Data <http://data.worldbank.org/country/lebanon>

<sup>169</sup> World Bank (2015) Lebanon: Promoting Poverty Reduction and Shared Prosperity: A Systematic Country Diagnostic. June 15, 2015

<sup>170</sup> <http://data.unhcr.org/syrianrefugees/country.php?id=122>

<sup>171</sup> ILO Lebanon <http://www.ilo.org/beirut/countries/lebanon/lang--en/index.htm>

<sup>172</sup> ILO (2013) 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.

## WHAT TYPES OF INTERVENTIONS DO WE OBSERVE?

The types of interventions carried out by ILO in Lebanon and their thematic focus are described in this section.

### Thematic focus of interventions

ILO interventions in Lebanon in the last ten years have in particular focused in six main thematic fields: improving employment opportunities and working conditions refugee workers; skills, knowledge and employability; combating child labour; peace building in conflict affected areas; rights of women migrant domestic workers; livelihoods and economic recovery; and a selection of other interventions.

A key area of ILO intervention in recent years focuses on improving employment opportunities and working conditions of refugee workers. ILO projects Strengthening Information and Access to Employment for Palestinian Refugees in Lebanon (LEB/09/02M/CAN); and Enhancing Local Employment, Skills and Enterprise in Nahr el Bared, Lebanon (LEB/08/05/UNR), which aims to provide the displaced population in Nahr el Bared with better access to employment, self-employment and training opportunities. Another key study is Improving Access to Employment and Social Protection for Palestinian Refugees Living in Lebanon (LEB/10/02/EEC). Most recently ILO has been responding to the Syrian refugee crisis with a project on Enabling Job Resilience and Protecting Decent Work Conditions in Rural Communities Affected by the Syrian Refugee Crisis in Northern Lebanon.

In the field of skills, knowledge and employability, ILO has delivered Support to Public Employment Services in Lebanon: Strengthening the Capacity of the National Employment Authority (LEB/08/01M/CAN). The aim of the project is to increase institutional capacity, improve labour market intermediation services and promoting self-employment opportunities. Another key intervention includes Skills Development, Employment Services and Local Economic Recovery for the Construction Sector in South Lebanon (LEB/07/03/ITA). This project was designed to build the capacity of training providers and construction workers, and to support small business development. Other multi-country projects in this area include Skills Development Support to the United Nations Relief and Works Agency; and most recently Enhancing SME Productivity and Competitiveness in Jordan and Lebanon through Responsible Workplace Practices and Skills Development.

In the field of child labour, key ILO projects include Strengthening National Action to Combat the Worst Forms of Child Labour in Lebanon (LEB/08/06/ITA) and Supporting National Action to Combat the Worst Forms of Child Labour in Lebanon (LEB/12/01/FRG). Another key study in this area is Working Street Children in Lebanon: Profile and Size Assessment. It's the first comprehensive study on Lebanon's Working Street Children subsequent to the Syrian refugee crisis. Over the next year ILO will work on Tackling Child Labour among Syrian Refugees and their Host Communities in Jordan and Lebanon.

ILO is also contributing to the recovery of the country through peace building in conflict affected areas. Key ILO projects in this context include: Supporting Local Socio-Economic Recovery and Development in War Affected Areas of South Lebanon (LEB/09/01M/UND) and Supporting Local Socio-Economic Recovery and Development in War Affected Areas of South Lebanon – Phase II (LEB/08/01/RBS); Conflict Prevention and Peace Building in North Lebanon (LEB/09/50/UND); and Empowerment of Youth at Risk through Job Creation Programme in Areas of Tension (LEB/11/03/UND). All of these projects aim to mitigate the risk of violent conflict through socio-economic development and peacebuilding.

Another key thematic field of ILO intervention is improving the rights of women migrant domestic workers. Key interventions include: Promoting the Rights of Migrant Women Domestic Workers in Lebanon (LEB/10/04/EEC); Palestinian Women Economic Empowerment Initiative (LEB/10/03/SDC); and Protecting the Rights of Women Migrant Domestic Workers in Lebanon through a Participatory Policy Dialogue and Action Process (LEB/10/05/SDC).

ILO has also supported livelihoods and economic recovery in the country through projects such as Recovery of Nahr el Bared surrounding Lebanese Communities affected by 2006 and 2007 Conflicts (LEB/10/01M/UND); and Social Cohesion through Restoring and Improving Livelihoods and Integrated Support to the Rehabilitation of NBC Adjacent Area.

Finally, ILO has also intervened in Lebanon as part of wider multi-country or global interventions covering a variety of fields. Key examples in recent years include for example: Developing the capacity of Employers' Organisations in the Arab Region to contribute to Job Rich Growth through Effective Policy and Social Dialogue (RAB/12/50/NOR) and Strengthening Workers' Organisations in the Arab Countries Through Social, Economic and Legal Literacy (RAB/11/02/USA) to build the capacity of workers' organisations in the Arab region to participate effectively in policy debates, influence public decisions, and defend workers' rights and interests. Other multi-country or global projects include Skills development support to the United Nations Relief and Works Agency; Decent Work for Domestic Workers: Advocating Institutional Reform in the Middle East; Enhancing Labour Inspection Effectiveness in the Arab States; Good Governance through Labour Administration and Labour Inspection (GLO/12/02/NOR); and Strengthening Labour Administration and Labour Inspection Services in Selected Countries (GLO/10/59/NOR).

## Types of interventions

ILO action in Lebanon covers a variety of types of intervention. Some of the principal types of intervention are set out below.

### *Institutional capacity-building*

Support to Public Employment Services in Lebanon: Strengthening the Capacity of the National Employment Authority (LEB/08/01M/CAN) is a key example of ILO's national work on institutional capacity building. ILO recognised a need to enhance public employment service strategy and for the implementation of active labour markets. The aims of the project included introducing labour market intermediation services, developing occupational information systems and promoting self-employment opportunities. This also links in with ILO's work on Skills Development, Employment Services and Local Economic Recovery for the Construction Sector in South Lebanon (LEB/07/03/ITA) which was designed to improve the capacity of public and private construction training providers via participatory approaches, as well as providing training programmes to improve construction workers skills and support for the development of small business in the sector. ILO has also focused strongly capacity-building for local stakeholders. For example, Local Social-Economic Development in War-Affected Areas in South Lebanon (LEB/07/01/UND) focused on enhancing managerial capacities of local institutions and technical capacities of beneficiaries. Moreover, ILO has focused on promoting economic empowerment and cooperation among women entrepreneurs as part of Palestinian Women Economic Empowerment Initiative (LEB/10/03/SDC) by increasing the institutional capacity of local service providers to provide business development services to the community and enhancing the capacity of women entrepreneurs to work collectively.

### *Technical advice*

In this area two main clusters of interventions are observed:

#### *1. Promoting compliance with international labour laws*

ILO promotes compliance with international labour laws through projects such as Promoting the Rights of Women Domestic Workers in Lebanon (LEB/10/04/EEC) which is designed to provide technical assistance to the Ministry of Labour to amend legislation to ensure migrant domestic workers are better protected. It looks to build the capacities of staff at the Ministry of Labour on internatio-

nal labour standards, gender, dealing with disputes, and labour inspection. ILO set out to improve the government's capacity to improve the application of laws and policies that address child labour issues as part of Supporting National Action to Combat the Worst Forms of Child Labour in Lebanon (LEB/12/01/FRG). Linked to this ILO has also focused on building the capacities of municipal staff and Ministry of Labour inspectors to enforce child labour laws as part of Strengthening National Action to Combat the Worst Forms of Child Labour in Lebanon (LEB/08/06/ITA). Similarly, ILO's multi-country project on Enhancing Labour Inspection Effectiveness in the Arab States aims to build the capacities of labour inspectorates, employers' and workers' organisations and other institutional partners' to actively promote compliance with legislation.

## 2. *Support for the development of social dialogue*

The ILO has intervened in Lebanon to promote and develop social dialogue as a means for sustainably addressing key issues. In the field of peace building, it has for example worked with local committees and local communities to strengthen social dialogue and organised forums in support of community-based conflict resolution and social service delivery initiatives as part of its work on Conflict Prevention and Peace Building in North Lebanon (LEB/09/50/UND). Other social dialogue projects include Promoting the Rights of Women Domestic Workers in Lebanon (LEB/10/04/EEC) which used social dialogue as a means to contribute to poverty alleviation through decent work for migrant workers; and Enhancing Labour Inspection Effectiveness in the Arab States which focused on strengthening social dialogue and improving compliance with labour legislation, while promoting social justice and decent work. Another example includes Developing the Capacity of Employers' Organisations in the Arab Region to Contribute to Job Rich Growth through Effective Policy and Social Dialogue (RAB/12/50/NOR).

### *Awareness-raising*

ILO has key role in raising awareness on crucial issue in Lebanon. In the field of child labour, Supporting National Action to Combat the Worst Forms of Child Labour in Lebanon (LEB/12/01/FRG) ILO set out to devise a national awareness-raising strategy to combat child labour, including developing a national action plan, updating the Ministry of Labour's Child Labour Unit website, organising workshops at the Lebanese Parliamentary Forum, sensitising media through workshops on child labour issues, and creating two documentary films to target policy makers, and social workers, NGOs and the general public. Whereas Promoting the Rights of Women Domestic Workers in Lebanon (LEB/10/04/EEC) is designed to raise awareness among employers of decent work for women migrant domestic workers and target national stakeholders, universities and trade unions to raise awareness of gender and international labour standards.

### *Employment creation and training*

ILO initiatives to facilitate job creation include Empowerment of Youth at Risk through Job Creation Programme in Areas of Tension (LEB/11/03/UND) which established a youth empowerment and job creation programme alongside micro credit facilities. Enabling Job Resilience and Protecting Decent Work Conditions in Rural Communities Affected by the Syrian Refugee Crisis in Northern Lebanon was designed to increase the income generation and employment creation potential of agriculture value chains. It also focuses on improving employability of vulnerable job seekers by providing them specialised training on public employment programmes and linking them to the employment service providers. Similarly, Enhancing Local Employment, Skills and Enterprise in Nahr el Bared, Lebanon (LEB/08/05/UNR) aimed to provide short-term and demand-driven vocational training courses and rapid skills enhancement programme. Skills Development, Employment Services and Local Economic Recovery for the Construction Sector in South Lebanon (LEB/07/03/ITA) was focused on upgrading the skills and capacities of training providers and construction workers to meet the demands of the market. It also looked to support

local small enterprises with business and management training. Strengthening Information and Access to Employment for Palestinian Refugees in Lebanon (LEB/09/02M/CAN) aimed to improve access to employment opportunities for Palestine Refugees and providing vocational training courses enhancing skills of vulnerable groups such as school drop-outs and youths.

### Geographical scope of interventions

The majority of the ILO interventions focused on addressing specific issues (i.e. refugee workers; child labour, decent work, etc.) across Lebanon and Arab States. However, some interventions, particularly focusing on refugee workers; peace building; skills, knowledge and employability; and livelihoods and economic recovery did focus on specific areas. These included particular areas of North (i.e. Enhancing Local Employment, Skills and Enterprises in Nahr el Bared (LEB/08/05/UNR) and Conflict Prevention and Peace Building in North Lebanon (LEB/09/50/UND)) or South (i.e. Supporting Local Socio-Economic Recovery and Development in War Affected Areas of South Lebanon (LEB/09/01M/UND) and Phase II (LEB/08/01/RBS); and Skills Development, Employment Services and Local Economic Recovery for the Construction Sector in South Lebanon (LEB/07/03/ITA)).

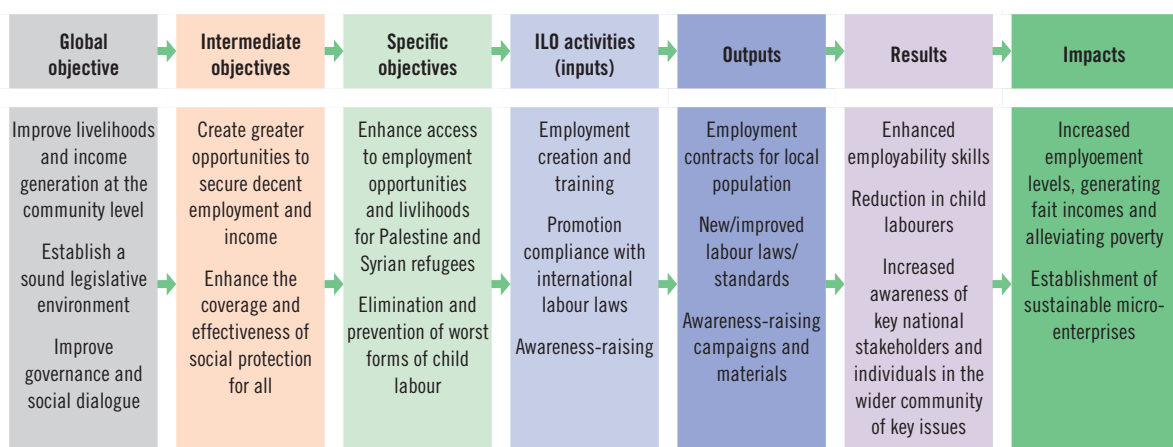
Certain interventions are also part of wider multi-country or global programmes. These include for example: Developing the Capacity of Employers' Organisations in the Arab Region to Contribute to Job Rich Growth through Effective Policy and Social Dialogue (RAB/12/50/NOR) and Good Governance through Labour Administration and Labour Inspection (GLO/12/02/NOR)).

### Integration of interventions

Many of the ILO interventions are integrated within wider initiatives either in Lebanon, involving a range of partner organisations which include other international organisations (e.g. other UN agencies) and local (Lebanese partners) or as part of wider global programmes (see above). For example Conflict Prevention and Peace Building in North Lebanon (LEB/09/50/UND) was a joint project between six UN agencies, UNDP, UNFPA, UNICEF, UNRWA, ILO, and UNESCO. Empowerment of Youth at Risk through Job Creation Programme in Areas of Tension (LEB/11/03/UND) was a joint project between ILO, UNICEF and UNRWA.

### Is it possible to envisage a ToC behind these interventions?

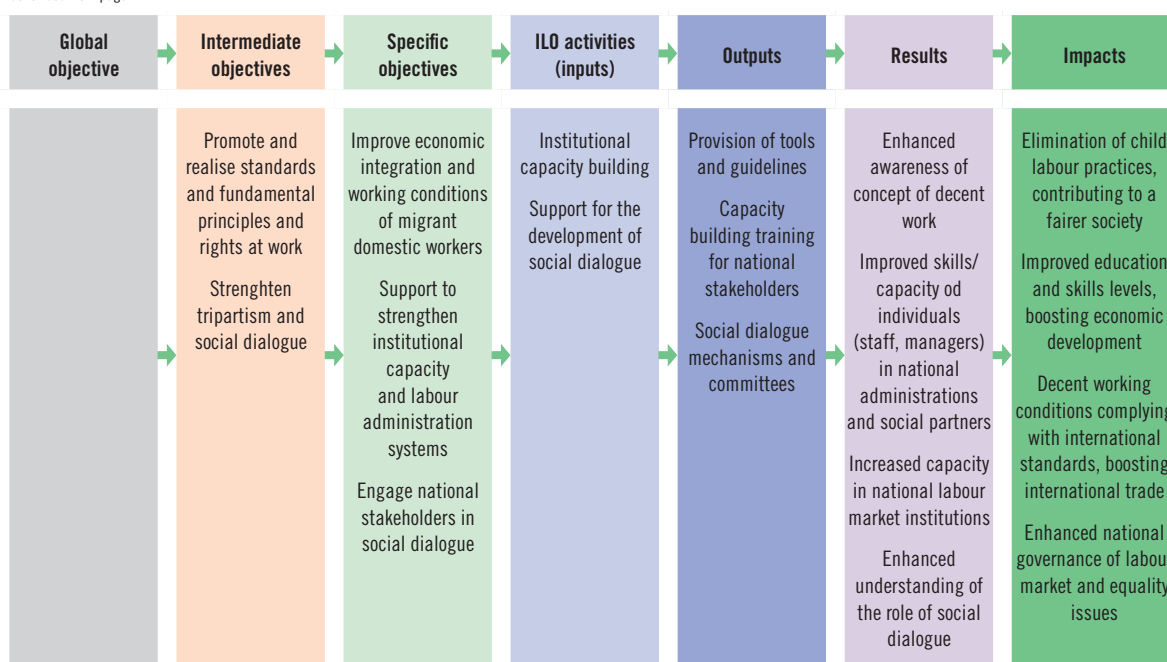
No explicit theory of change is set out in the available documentation on Lebanon. Nonetheless, based on the objectives and rationale behind the ILO interventions, it is possible to envisage the following theory of change. The overall impact of ILO interventions is seen as contributing to building resilience in the country.



Continued on page 172



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## WHAT WORKS, FOR WHOM AND WHY?

In order to provide recommendations for effective interventions in Lebanon, it is essential to understand what works, for whom, and – most importantly – why. For this reason, based on an extensive cross-analysis of the evaluations and evidence-based reports selected for the review and the information collected through the extensive fieldwork, we set out in this section an overview of what works, for whom and why, including good practice examples, paying specific attention to contextual factors and conditions, as well as to outcomes related to sustainability and gender mainstreaming.

## WHAT WORKS?

In this section, we present key aspects of the functioning and results of ILO interventions in Lebanon for which evaluative evidence exists, and based on stakeholders views, including their contribution to wider goals such as gender equality. Firstly, examples of ILO interventions' outcomes and impacts have been grouped and are set out. Secondly, specific aspects of the functioning of the projects such as the development of synergies, as well as their contribution to sustainability and gender equality are analysed.

### Outcomes and impact

Outcomes and key impact of ILO interventions in Lebanon include the following.

#### 1. Ratification of ILO Conventions and development of national legislative texts or strategic action plans

Overall, Lebanon has only ratified 50 of the 189 existing ILO Conventions, including only seven of eight core Conventions.<sup>173</sup> As such, a key impact of ILO interventions in Lebanon has been to raise awareness on conventions and work towards their ratification. Examples include improving the government's capacity to improve the application of laws and policies that address child labour issues including ILO Convention on the Minimum Age, 1973 (No.138) and the Convention on the Worst Forms

<sup>173</sup> ILO Ratifications for Lebanon [http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:11200:0::NO::P11200\\_COUNTRY\\_ID:103147](http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:11200:0::NO::P11200_COUNTRY_ID:103147)

of Child Labour, 1999 (No.182) as part of ILO's work on Supporting National Action to Combat the Worst Forms of Child Labour in Lebanon (LEB/12/01/FRG). More recently ILO has also helped to build the capacities of staff at the Ministry of Labour on international labour standards around the Convention on Decent Work for Domestic Workers, 2011 (No.189) as part of Promoting the Rights of Women Domestic Workers in Lebanon (LEB/10/04/EEC), but this has yet to be ratified.

In particular, it can be highlighted that as a result of ILO activities carried out, Lebanon has ratified the ILO Convention on the Worst Forms of Child Labour, 1999 (No.182) in September 2001 and the Minimum Age, 1973 (No.138) in June 2003, which prohibit child slavery and protect the right of children to have access to free basic education.<sup>174</sup> However, the ILO has yet to translate these international labour standards into national actions plans or strategies and currently there is no national strategy on decent work in Lebanon because of the challenges impeding policy making in Lebanon.

Interviews with ILO staff and the Ministry of Labour highlighted both the progress and setbacks that ILO has experienced in supporting the Ministry of Labour towards the ratification of conventions (e.g. Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87); Domestic Workers Convention, 2011 (No. 189)). Although the Ministry of Labour has adopted the standard unified contract in compliance with the Domestic Workers Convention, 2011 (No. 189), further progress has been impeded by frequent changes of leadership at the Ministry of Labour, and there are signals that the incumbent Minister of Labour is taking an increasingly tough line with migrant workers. The Ministry of Labour rejected a proposal supported by ILO and General Confederation of Lebanese Workers, calling for the creation of a union for migrant domestic workers. Interviews with the Ministry of Labour reinforced their stance on this issue, stating that the "creation of such union is not in compliance to the Lebanese Labour Code provisions, the union is not officially recognised and we consider this type of ILO assistance as meddling with Lebanese labour laws."

## 2. *Boosting social dialogue*

Promoting the Rights of Women Domestic Workers in Lebanon (LEB/10/04/EEC) was a joint project which used social dialogue as a means to contribute to poverty alleviation through decent work for migrant workers. According the final evaluation, ILO contributed to new dialogue by the workers based on labour rights and it also introduced language of international standards especially relevant conventions to the speeches and approaches of many stakeholders. ILO was able to bring together a wide range of partners for a dialogue including the Syndicate of the Owners of Recruitment Agencies in Lebanon, the National Federation of Employees and Workers in Lebanon, and new representatives of the women migrant domestic workers, as well as the Ministry of Social Affairs and the Ministry of Education and Higher Education. In fact, "it was successful in allowing for new women migrant domestic workers representatives to emerge "community leaders", through its participatory action research, other than the regular same representatives that have been dealing with all NGOs over and over again."<sup>175</sup>

However, the impact of ILO's work on Conflict Prevention and Peace Building in North Lebanon (LEB/09/50/UND) was largely constrained by the redesign of the joint project. According the final evaluation, ILO's achievements under Outcome 1 were limited to setting up a youth camp for Palestinians and Lebanese and organising a public debate on Palestinian employability and labour rights, so the "work achieved remains by and large below ILO's potential added value, especially if we compare

<sup>174</sup> ILO Ratifications for Lebanon [http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:11200:0::NO::P11200\\_COUNTRY\\_ID:103147](http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:11200:0::NO::P11200_COUNTRY_ID:103147)

<sup>175</sup> Chahine, A. & Abila, Z. (2014) Final Internal Evaluation. ILO Action Programme: Promoting the Rights of Women Migrant Domestic Workers (PROWD) in Lebanon. LEB/10/04/EEC

it to the initial project design where this added value was for more salient.”<sup>176</sup> Under the initial project design, ILO should have achieved the implementation of tripartite dialogue workshops on labour rights for Lebanese, Palestinian and Lebanese-Palestinians and provision of technical advice for the formulation of legal reforms on employability of Palestinians.

All ILO constituents interviewed in Lebanon – including General Federation of Trade Unions and Ministry of Labour – strongly underlined the progress made in terms of social dialogue thanks to the support of the ILO and the benefits that the new positive dialogue has brought. The General Federation of Trade Unions highlighted that “ILO has managed to create a positive dialogue with workers around collective bargaining, decent work, fair wages and social security issues.” Whereas the Ministry of Labour identified ILO’s ability to facilitate open dialogue with constituents as key success factor of its work, “sitting down with all three parties gives us the space for dialogue and to talk to each other more openly, that for us is a great success.”

### 3. *Awareness-raising*

In terms of awareness raising, ILO aims to advocate on the issue of child labour and worst forms of child labour among policy makers and raised awareness among communities and target geographical areas. In the evaluation of Strengthening National Action to Combat the Worst Forms of Child Labour in Lebanon (LEB/08/06P/ITA) while there is little detail as to what was achieved and how effective ILO’s awareness-raising activities were, the report does however note that it was “difficult to measure the impact of an awareness-raising approach targeted at employers in the formal sector”<sup>177</sup> and that further targeting of workshops and units of production in the informal sector in which worst forms of child labour is massively prevalent was necessary.

Another example of ILO’s awareness-raising activities is its project on Promoting the Rights of Women Domestic Workers in Lebanon (LEB/10/04/EEC). According to the final evaluation, the project was “effective in raising the awareness of partners and the public at large on women migrant domestic workers on the situation in Lebanon.”<sup>178</sup> The frequent media coverage of the project’s activities and appearance of project staff in media contributed to such awareness-raising. ILO was also innovative in creating new awareness-raising and empowering tools, such as a children’s toolkit, participatory action research and an information guide website. However, they could have been used in more impactful way or more efficiently utilised. The involvement of National Federation of Employees and Workers in Lebanon as ILO’s partner did not only facilitate capacity building and awareness-raising, but also gave women migrant domestic workers the backing needed to empower them to organise. While ILO’s awareness-raising activities were able to empower women migrant domestic workers and sensitise other stakeholders on a rights-based approach, ILO’s advocacy efforts took the form of scattered activities, therefore “having all activities targeting one specific and measurable change could have been a more effective approach.”<sup>179</sup>

### 4. *Development of tools*

A key component of Skills Development, Employment Services and Local Economic Recovery for the Construction Sector in South Lebanon (LEB/07/03/ITA) was for selected SMEs to receive concrete tools to recover and develop their economic activities. In terms of the development of tools, there was

<sup>176</sup> Moussa, Z. (2012) Final External Evaluation of ILO’s Component in the MDG-F Programme: Conflict Prevention and Peace Building in North Lebanon. LEB/09/50/UND

<sup>177</sup> Zakkar, W. (2012) Strengthening National Action to Combat the Worst Forms of Child Labour in Lebanon. LEB/08/06P/ITA

<sup>178</sup> Chahine, A. & Abla, Z. (2014) Final Internal Evaluation. ILO Action Programme: Promoting the Rights of Women Migrant Domestic Workers (PROWD) in Lebanon. LEB/10/04/EEC.

<sup>179</sup> Chahine, A. & Abla, Z. (2014) Final Internal Evaluation. ILO Action Programme: Promoting the Rights of Women Migrant Domestic Workers (PROWD) in Lebanon. LEB/10/04/EEC.

a change from the original plan of using the Start and Improve Your Business tool to using Know about Business tool. This was necessary because the target group for the training (i.e. low-skilled people, drop-outs, etc.) was not the usual target group for the Start and Improve Your Business tool. According to the final evaluation, this adaptation was both time and resource consuming, but in the end, a “successful output was created. For the first time in Lebanon, Know about Business tool is an integral part of curricula for short-term training (in the building and construction sector). This is a very innovative input for Lebanon in the field of vocational training. In this component of the project, the output shows only small numbers, but these are smart results: the importance of the integration of Know about Business within the vocational training curricula cannot be overstated.”<sup>180</sup>

ILO has also developed tools and resources for a project to Support to Public Employment Services in Lebanon: Strengthening the Capacity of the National Employment Authority (LEB/08/01M/CAN). According to the final evaluation, the project has developed many useful tools and resources which will be “invaluable to the Ministry as it moves forward and continues to build its capacity and critical mass as a national employment service offering free services to all of its citizens.”<sup>181</sup> The tools and resources also appear to be sustainable, as social partners, other government departments and agencies can see the advantages and value of the tools and are committed to further developing the tools and resources.

##### 5. *Development of employment opportunities*

ILO interventions in Lebanon have also sought to directly generate employment. For example, Empowerment of Youth at Risk through Job Creation Programme in Areas of Tension (LEB/11/03/UND). According to the final evaluation, “1,091 job seekers had registered with the employment centre. 916 of these were referred to various job opportunities (83%). 162 of these were placed in employment (representing 14.8% of total referred), 142 of which were placed directly and 20 of which found jobs as a result of ESC coaching.”<sup>182</sup> One of the main criticisms of the project was that more emphasis should be put on decent working conditions and the social inclusion aspect in the design of the project and its activities. Most recently, ILO is working with UNICEF, UNDP on Enabling Job Resilience and Protecting Decent Work Conditions in Rural Communities Affected by the Syrian Refugee Crisis in Northern Lebanon (LEB).

Moreover, there is some indication that donor priorities are not always aligned with ILO priorities. As highlighted by one donor, ILO needs to be more realistic about decent working conditions when dealing with the reality of Syrian refugee crisis. “Work in these situations can give dignity, opportunity and even influence the conflict. It’s better to give a job even if it’s not well paid or guaranteed. ILO has some difficulties with this, as they try to respect international standards, but maybe they can change this for the fragile states or crisis areas. It’s a very delicate point, but knowing the field and what is happening, I prefer to give a job to someone even if its not well paid or guaranteed, its better to go to work. Can you imagine doing nothing, day in, day out, in a refugee camp?”

##### 6. *Development and consolidation of knowledge*

Labour market statistics and socio-economic research is another key area of ILO’s work which contributes to the development and consolidation of vital knowledge in this field. The most recent work in this area is the Lebanon Labour Force and Households’ Living Conditions Survey in conjunction with Lebanon’s Central Administration for Statistics. As part of this survey, ILO will produce

<sup>180</sup> Schwegler-Rohmeis, W. & Asmar, K. (2011) Final Independent Evaluation. Skills Development, Employment Services and Local Economic Recovery for the Construction Sector in South Lebanon. LEB/07/03M/ITA

<sup>181</sup> Koeltz, D., Daru, P. and Schulz, G. et al. (2012) Final Internal Evaluation. Support to Public Employment Services in Lebanon: Strengthening the Capacity of the National Employment Authority. LEB/08/01/CAN

<sup>182</sup> Zakkar, W. (2013) Final Independent Evaluation. Empowerment of Youth at Risk through Job Creation Programme in Areas of Tension. LEB/11/03/UND

socioeconomic indicators and statistical data on labour force and living conditions of residents in Lebanon and examine the impact of the Syrian refugee crisis. Other research includes studies such as Working Street Children in Lebanon: Profile and Size Assessment which is a socioeconomic study on the magnitude and characteristics of working street children, which aims to inform policy makers and other actors on how to combat this issue; and Promoting the Rights of Women Domestic Workers in Lebanon (LEB/10/04/EEC) which is a study that combines a survey on migrant workers statistics and research on labour market needs. However, according to the final evaluation, most of the research analysing domestic work conditions were delayed till end of the project due to authorities' restriction on access to information, namely the surveys.

Interviews with the Ministry of Labour in particular underlined ILO's technical role for supporting the Ministry of Labour with much needed labour market surveys and studies to assist them with tackling unemployment and the influx of Syrian refugees. The Ministry of Labour urges ILO to continue to carry out further labour market surveys and studies as an urgent and key priority. ILO is partnering with Central Administration of Statistics (CAS) to implement the Labour Force and Living Conditions Survey that will address the significant demand for data from Government agencies, international and national partners. The results of the survey are of critical importance to contribute to better implementation of various projects and to ensure that potential policies and actions are designed in such a way that they are appropriate to the real effects of the Syrian crisis. Reliable Survey results will also be vital in providing baseline data to support the monitoring of the actions included under the Lebanon Crisis Response Plan.

## Synergies

ILO interventions in Lebanon have been implemented in close cooperation with both a range of different actors (other international organisations, NGOs, Lebanese organisation, bilateral cooperation with several Arab states) and with other interventions (implemented by other organisations or by ILO on a wider geographical scale), creating a range of positive synergies.

In terms of cooperation other international organisations, ILO is one of 77 members of the Lebanon Crisis Response Plan,<sup>183</sup> which includes government ministries, UN agencies (e.g. UNHCR, UNICEF, FAO, WFP, WHO, UNDP, UNFPA, ILO etc.) and national and international NGOs.<sup>184</sup> ILO's main contribution will be to the livelihoods strand of the response plan, which is led by UNDP and the Ministry of Social Affairs. As such, its interventions are often articulated with those of other international organisations or delivered jointly.

In all its interventions, ILO works closely with Lebanese organisations. This includes working with the social partners (government, trade unions and employer organisations in the context of tripartite committees associated with interventions). For example Conflict Prevention and Peace Building in North Lebanon (LEB/09/50/UND) had five Lebanese partners (Council for Development and Reconstruction (CDR), Lebanese Palestinian Dialogue Committee (LPDC), Ministry of Education and Higher Education (MoEHE), Popular Committee of the Nahr el Bared Camp (NBC); and the Reconstruction and Recovery

<sup>183</sup> Government of Lebanon and the United Nations (2014) Lebanon Crisis Response Plan: 2015-2016 [https://docs.unocha.org/sites/dms/CAP/2015-2016\\_Lebanon\\_CRP\\_Web\\_EN.pdf](https://docs.unocha.org/sites/dms/CAP/2015-2016_Lebanon_CRP_Web_EN.pdf)

<sup>184</sup> Partners involved in Lebanon Crisis Response Plan: Government of Lebanon, ABAAD, ACTED, ACF, ActionAid, ADRA, AMEL Lebanon, ANERA, ARMADILLA, AVSI, British Council, CARE, CCPA, CISP – Lebanon, CLMC Lebanon, CONCERN, COOPI, Digital Opportunity Trust, DCA, DRC, FAO, FPSC, GVC Lebanon, HI, Humedica, HWA, ILO, IMC Lebanon, International Alert, Intersos, IOCC, IOM, IR Lebanon, IRC, Leb Relief, MAG, Makassed, Makhzoumi, MAP, Medair Lebanon, Mercy Corps, Mercy USA, NRC, OXFAM, PCPM, PU-AMI, RET, RI, Safadi Foundation, Save the Children, SFCG, SI, SIF, Solidar Suisse, SOS Village, TdH – It, TdH – L, Toastmasters International, UNDP, UNESCO, UNFPA, UNHABITAT, UNHCR, UNICEF, UNIDO, UNOCHA, URDA, WCH, WHO, WRF, WVI, UNRWA, Seraphim Global, World Bank and WFP.

Cell (RRC) of the Prime Minister Office) and at a local level, municipalities and seven Civil Society organisations participated in implementation.

Positive synergies have also been observed through strong Arab State cooperation in ILO interventions, in particular with Jordan and Yemen. Some key examples include Improving the Governance and Protection Mechanisms for Labour Migration in the Middle East (MAGNET) & Regional Advocacy Strategy on ILO's Domestic Workers Convention in the Arab States (No.189): Lebanon, Jordan, GCC member States and Yemen (RAB/12/05/SDC and RAB/12/01/SDC); Sub-Regional Initiative on Promoting Gender Equality in the World of Work in Lebanon, Syria and Jordan (RAB/08/60/RBS); Supporting the National Policy and Programme Framework for the Elimination of Worst Forms of Child Labour in Lebanon and Yemen: Consolidating Action Against Worst Forms of Child Labour (RAB/04/P51/USA); Enhancing Labour Inspection Effectiveness in the Arab States: Lebanon, Oman, Syria and Yemen (RER/09/50/NOR); and Strengthening of Workers' Organisations in the Arab Countries through Economic, Social and Legal Literacy: Bahrain, Lebanon, Jordan, Occupied Palestinian Territories, Oman and Yemen (RAB/11/02/USA).

ILO interventions in Lebanon have also been implemented in synergy with wider ILO interventions, such as Good Governance through Labour Administration and Labour Inspection: China, Costa Rica, Lebanon, Namibia, South Africa, Vietnam, Ukraine (GLO/12/02/NOR). There has also been close cooperation with ILO experts and divisions in Geneva. For example with the Evaluation Unit on 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.

### Sustainability of interventions

Available evaluative evidence points to a number of ways in which ILO interventions have developed their sustainability. In the context of Support to Public Employment Services in Lebanon: Strengthening the Capacity of the National Employment Authority (LEB/08/01M/CAN) sustainability hinges the ability of government to allocate sufficient resources to maintain existing accomplishments and gradually increase the scope of their services. The project has successfully developed a wide range of tools and resources to facilitate these efforts. Although there will be challenges sustaining the project outcomes, the final evaluation underlines that the “determination of many key stakeholders and in particular the Ministry itself, bodes well for the longer term sustainability of the key results achieved through the project.”<sup>185</sup>

The final evaluation of Empowerment of Youth at Risk through Job Creation Programme in Areas of Tension (LEB/11/03/UND) indicates that the sustainability of the project at the level of national ownership was “very weak and almost non-existent”, as no training or capacity building was provided to any national Lebanese stakeholders. Nevertheless, there was partial local ownership in relation to technical capacity of certain local partners, which “is sufficient to maintain some of the benefits of the project, specifically those involved in providing short training courses, literacy courses, psycho-social support, and business coaching.”<sup>186</sup>

Interviews underlined that the ILO's work in strengthening the capacity of the Ministry of Labour is also key to ensuring sustainability. According to the Ministry of Labour, “ILO's interventions are definitely sustainable and have a vision of a permanent impact” however the Ministry of Labour acknowledged that progress will be gradual because “temporary circumstances means that we may need to wait longer to see the impact.”

Moreover, certain interviewees, in particular from donors highlighted the limits to which ILO interventions can be sustainable, “from the projects that we have partnered with ILO on there is sustainability to

<sup>185</sup> Koeltz, D., Daru, P. and Schulz, G, et al. (2012) Final Internal Evaluation. Support to Public Employment Services in Lebanon: Strengthening the Capacity of the National Employment Authority. LEB/08/01M/CAN

<sup>186</sup> Zakkar, W. (2013) Final Independent Evaluation. Empowerment of Youth at Risk through Job Creation Programme in Areas of Tension. LEB/11/03/UND

the extent possible, but if you are talking about Palestinian refugees and the prospects of this community engaging in the context that they are in, in itself is not sustainable, the political perspective hinders what you can do in the short, medium and long term.”

Finally, interviewees with ILO staff highlighted that one of the main ways to achieve sustainability of ILO interventions is for ILO to develop new tools and guidelines, “Lebanon needs a medium to long term vision, but under the current circumstances this is extremely difficult. There’s a permeant failure of the state, and ILO needs to come up with new tools and guidelines.”

## Gender equality

Evidence from evaluations of ILO projects in Lebanon indicates that there has been a particular focus on gender equality, in particular in certain interventions. The project on Sub-Regional Initiative on Promoting Gender Equality in the World of Work in Lebanon, Syria and Jordan (RAB/08/60/RBS) has for example a particularly strong focus on gender issues. The report’s recommendations for Lebanon include, training for trade unionist, technical assistance to institutionalise gender-mainstreaming, and creating a knowledge base to support decent work and gender equality.

Although there is no decent work country programme agreement in Lebanon, there are certain priorities which have materialised into several projects such as Promoting the Rights of Migrant Women Domestic Workers in Lebanon (LEB/10/04/EEC); Palestinian Women Economic Empowerment Initiative (LEB/10/03/SDC); Protecting the Rights of Women Migrant Domestic Workers in Lebanon through a Participatory Policy Dialogue and Action Process (LEB/10/05/SDC); and Conflict Prevention and Peace Building in North Lebanon (LEB/09/50/UND) which had a strong focus on women’s empowerment through active participation in local level development and peace building.

Interviews in Lebanon also demonstrated that there had been a particular focus on female workers in the ILO interventions focusing specifically on women migrant domestic workers. For the Ministry of Labour ILO interventions have been “successful, as international labour standards were incorporated into Lebanese law and regulations, and there was a gender balance, so we do have these and they are really effective.”

## FOR WHOM?

The analysis of the available evaluative evidence allows the identification of a wide range of beneficiaries and target groups of ILO interventions in the area of labour protection, ranging from national government officials, decision-makers at national and local level, law enforcement agencies, employers and employers’ organisations, workers’ organisations, enterprises and workers themselves in a range of different economic sectors and in the informal economy, civil society organisations recruitment agencies, but also the general public and migrant workers themselves. In the majority of instances, constituents of the ILO have been involved in the interventions in some capacity, e.g. as participants in capacity-building activities or on Steering Committees.

Different types of activity are typically linked to target groups at different levels. Three main clusters of interventions can be distinguished: support for high-level stakeholders, support for intermediate stakeholders and support at the local level.

### Support to high-level stakeholders

In Lebanon, support was provided in the context of ILO interventions to high-level stakeholders, in particular national ILO constituents. ILO carried out a range of capacity building activities for senior mana-

gers in the Ministry of Labour, for example as part of Promoting the Right of Women Domestic Workers in Lebanon (LEB/10/04/EEC) and Supporting National Action to Combat the Worst Forms of Child Labour in Lebanon (LEB/12/01/FRG). To this effect a formal communications committee is being created with the Ministry of Labour to further facilitate dialogue between constituents. As stated by the Ministry of Labour “an official decision has been made last week on the creation of this committee which will be presided over by the Ministry of Labour.”

### Support to intermediate stakeholders

ILO projects provide a range of support and capacity building for intermediate stakeholders such as labour inspectors from the Ministry of Labour, trade union, employer representatives, trainers and community leaders. For example, Enhancing SME Productivity and Competitiveness in Jordan and Lebanon through Responsible Workplace Practices and Skills Development is in collaboration with Association of Lebanese Industrialists (ALI) and the National Federation of Employees and Workers (FENASOL) in Lebanon. The project aims to build the capacity of employers’ and workers’ organisations to deliver workplace improvement and business management training sessions, and improve SME workers’ skills using ILO enterprise development programmes such as Work Improvement in Small Enterprises (WISE) and Improve Your Business (IYB). Interviews highlighted that this support has been crucial, but also that there is scope to expand support at this level. The Chamber of Commerce, Industry and Agriculture, for example underlined the potential opportunities for ILO and Chamber of Commerce to work in partnership to deliver training to improve the employability of job seekers in the wake of the Syrian refugee crisis. However, the Chamber of Commerce strongly expressed that it would necessary for the Chamber of Commerce to become an official social partner/constituent of the ILO if it is to continue working closely with ILO in the future.

### Support at local level

ILO interventions have also provided a range of support measure directly for the local level. For example, Supporting Local Socio-Economic Recovery and Development in War Affected Areas of South Lebanon (LEB/09/01M/UND), supported local institutions to enhance their capacity to manage livelihoods projects and use participatory methods in promoting local development initiatives. Similarly, Skills Development, Employment Services and Local Economic Recovery for the Construction Sector in South Lebanon (LEB/07/03/ITA), focused on building the capacity of training providers and construction workers, supporting local small enterprises with business training, and supporting to local job centres to provide better vocational counselling, guidance and links to the labour market.

## WHY?

In this section, we present key success factors and the most common challenges of ILO interventions in the field of labour protection emerging from the available evaluative evidence.

### Success factors

Success factors identified in the evaluations of ILO interventions include the following:

#### *Technical expertise and resources for influencing policy is ILO’s value-added.*

In Promoting the Rights of Women Domestic Workers in Lebanon (LEB/10/04/EEC) the evaluation highlights that ILO has core expertise and a wide array of technical resources for change at policymaking



level. “ILO’s main strength with regards to the rights of women migrant domestic workers lies in its labour standards instruments, its unique supervisory system, and its expertise in gender, migration and other relevant fields. By using these tools systematically, and particularly keeping the Convention 189 under the spotlight, it creates a general environment conducive for policy change, provides resources and technical support for strategizing advocacy, and brings on alliances and partnerships that would pursue lobbying.”<sup>187</sup> Interviews with wider stakeholders also reiterated how ILO’s connection with key players and technical expertise gives ILO a unique position to influence policy. For example, a donor highlighted that “where ILO has a value added is their capacity building, policy advice, and technical services that they offer on specific thematic issues which are part of their mandate. ILO is very strong in those and those are things they should foster. In terms of policy, ILO has a value added, precisely because they engage on a topic which no one can necessarily take on.” According to General Federation of Trade Unions, the presence of the ILO creates a leverage of confidence and trust in Lebanon because it is “an international recognised organisation and it’s not affiliated with any local party, its independent so that creates a level of trust which we need.”

#### *Tackling sensitive issues through the provision of factual research findings.*

ILO’s Assessment of the Impact of Syrian Refugees in Lebanon and their Employment Profile<sup>188</sup> provided much needed up to date information to provide a better understanding of the evolving situation of increasing numbers of Syrian refugees. Data was collected from 400 households, which included a total of 2,004 individuals. Semi-structured questionnaires were completed using personal interviews that covered all household members on educational levels, employment status, wages, working conditions and alternative sources of income. Key statistics from this study were quoted in the Lebanon Crisis Response Plan.<sup>189</sup> Interviews with ILO staff underlined that “our knowledge base is our strong point right now; we need to continue to be a reference point for labour market data, labour market trends, and forecasting.”

#### *Using synergies and/or resources from other ILO interventions.*

In the final evaluation of Support to Public Employment Services in Lebanon: Strengthening the Capacity of the National Employment Authority (LEB/08/01M/CAN) it highlights that good practice was achieved through ILO’s synergies with Skills Development, Employment Services and Local Economic Recovery for the Construction Sector in South Lebanon (LEB/07/03/ITA) carrying out a joint labour market information related mapping activities, and with Enhancing Local Employment, Skills and Enterprise in Nahr el Bared, Lebanon (LEB/08/05/UNR) where ILO cooperated with Rene Mouawad Foundation to organise three job fairs and entrepreneurial skills development.

#### *Working in close cooperation with key local stakeholders.*

The final evaluation of Enhancing Local Employment, Skills and Enterprise in Nahr el Bared, Lebanon (LEB/08/05/UNR) highlighted that ILO maintained regular communication with all project partners and stakeholders through the Livelihood Cluster which convened on a bi-weekly basis, bringing together UN agencies and local and international NGOs providing livelihood assistance.

<sup>187</sup> Chahine, A. & Ablal, Z. (2014) Final Internal Evaluation. ILO Action Programme: Promoting the Rights of Women Migrant Domestic Workers (PROWD) in Lebanon. LEB/10/04/EEC

<sup>188</sup> Masri, S., Srour, I. & Kwar, M. et al (2013) Assessment of the Impact of Syrian Refugees in Lebanon and their Employment Profile [http://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/publication/wcms\\_240134.pdf](http://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/publication/wcms_240134.pdf)

<sup>189</sup> Government of Lebanon and the United Nations (2014) Lebanon Crisis Response Plan: 2015-2016 [https://docs.unocha.org/sites/dms/CAP/2015-2016\\_Lebanon\\_CRP\\_Web\\_EN.pdf](https://docs.unocha.org/sites/dms/CAP/2015-2016_Lebanon_CRP_Web_EN.pdf)

*Using innovative and participative methodologies to engage local populations.*

In Promoting the Rights of Women Domestic Workers in Lebanon (LEB/10/04/EEC) the evaluation underlined that ILO was innovative in creating new awareness-raising and empowering tools, such as a children's toolkit, participatory action research, and an information guide website.

**Challenges and barriers**

Some of the main challenges to successful implementation of ILO interventions highlighted in the available evaluations include the following:

*Political instability and a lack of political will.*

In the context of implementation of Promoting the Rights of Women Domestic Workers in Lebanon (LEB/10/04/EEC) the project witnessed a series of political deadlocks that paralysed government institutions' functioning. In general, the "volatile political climate and stalled policymaking complicated matters for actors operating on women migrant domestic workers and consequently for project's operation. The change in ministers affected the consistency and sustainability in decision-making."<sup>190</sup> All ILO staff interviewees highlighted the difficulties of developing and sustainable labour market policies and overarching strategies, due to the frequent changes in senior staff at Ministry of Labour and their tougher stance on various labour issues in light of the Syrian refugee crisis.

*Weak state institutions, lacking sufficient resources.*

The final evaluation of Promoting the Rights of Women Domestic Workers in Lebanon (LEB/10/04/EEC) also highlights that the state institutions bureaucracies and the long delays in getting their approvals/commitment halted activities. "In the absence of a clear policy and legal framework concerning migrant workers in Lebanon, each Minister of Labour approached the protection of women migrant domestic workers with a different approach and priority scale."<sup>191</sup> This affected the Ministry of Labour's ability to engage in policy change, and limits its capacity to fulfil its policy-making and regulatory role in the issue of women migrant domestic workers. To overcome this barrier, a number of ILO staff interviewed indicated that there is a need for a mind shift: in order to ensure a smooth collaboration with the Ministry of Labour "we have to accept that we will go through some periods where we will not be able to have an impact, but keeping the dialogue going at this time is as critical as having an impact. So sustainability and impact in a crisis situation needs to be looked at in a new lens."

*Responsiveness to Syrian refugee crisis.*

The mass influx of Syrian refugees has exacerbated the fragility of Lebanon. Although some ILO staff and stakeholders interviewed expressed that ILO had been slow to respond to the crisis, yet the ILO Regional Office for the Arab States implements a strategy, as a partner, under the Lebanon Crisis Response Plan. It builds on existing programmes in Lebanon through three inter-related components namely assessing the impact of the Syrian refugee crisis in Lebanon on decent work and enhancing access to employment opportunities and livelihoods in host communities and combating the worst forms of child labour and unacceptable forms of work. Acknowledging the crucial role that ILO has to play in the context

<sup>190</sup> Chahine, A. & Abl, Z. (2014) Final Internal Evaluation. ILO Action Programme: Promoting the Rights of Women Migrant Domestic Workers (PROWD) in Lebanon. LEB/10/04/EEC

<sup>191</sup> Chahine, A. & Abl, Z. (2014) Final Internal Evaluation. ILO Action Programme: Promoting the Rights of Women Migrant Domestic Workers (PROWD) in Lebanon. LEB/10/04/EEC

of the decent work and addressing the information gap, the above mentioned Labour Force and Living Conditions Survey is currently implemented among other interventions. Crucially, ILO needs to be more adaptive and proactive, but also to recognise early on where it is best placed to contribute to a crisis. For example, UNDP is the lead agency for livelihoods sector as part of Lebanon Crisis Response Plan, and there are several areas where ILO can make a significant contribution in terms of its expertise on labour, work, contracts, and economic engagement.

#### *Finding an appropriate balance between national level and local level interventions.*

Fieldwork in Lebanon strongly underlined that, to be successful, ILO needs to focus more on national level interventions rather than local level interventions, as there are other organisations that are better placed to deliver locally than ILO. Based on interview feedback from ILO staff and donors, it is apparent that the majority of ILO's work has been driven at the community level. In recent years, it has been necessary for ILO to engage more on a local level, as frequent ministerial changes and overall volatility at national level has made it difficult for ILO to work at a higher policy level. However, ILO's mandate is not to supplement the state or sustain job creation, but to ensure that its constituents have the capacity to sustain job creation. As the majority of knowledge and capacity created by ILO has been absorbed locally rather than nationally, the overall sustainability and impact of ILO work is likely to be compromised.

#### **Setting over-ambitious targets for project implementation.**

According to the final evaluation of Strengthening National Action to Combat the Worst Forms of Child Labour in Lebanon (LEB/08/06P/ITA) the project included a wide range of action programmes (nine in total) and was “too ambitious horizontally in light of the financial, administrative and logistical infrastructure provided. If the project goals are to be achieved, it is also necessary that the level of managerial, logistical, monitoring and evaluation resources that are provided match the ambition of the project.”<sup>192</sup> A donor also confirmed that “ILO is trying to do too grander missions in a fragile context. ILO needs to switch gear.” ILO also needs to have better contingencies in place for when projects do not go according to plan.

#### *Institutional and systemic challenges.*

Another challenge highlighted in the final evaluation of Promoting the Rights of Women Domestic Workers in Lebanon (LEB/10/04/EEC) was how the timely use of resources was “compromised because of project's human resources' turnover and limited operational contingency planning. Furthermore, had the sequencing of some activities been incrementalist, results could have fed into each other. A different chain could have contributed to the building up of results and impact.”<sup>193</sup> Related to this are concerns about whether ILO has the “right people, in the right place?” and whether there is the right balance of technical and operational staff to allow ILO to be more agile and responsive in its approach and ways of working.

#### *Lack of visibility of ILO's work.*

According to donors and ILO staff there is a lack of visibility of ILO's work. ILO needs a proactive approach and better understanding of what donors are looking for to get information across to donors clearly, “keep the language simple, and communicate what they do in a less academic tone and jargon.” ILO should be visibly leading on policy level discussions and a lot more could be done to proactively communicate and promote ILO's work, for example ILO's recent research on decent work is not in the media. Several ILO staff admitted that ILO comes across as being “too timid and careful” when it comes to promoting the work that it does. It needs to be better at “selling the ILO agenda”.

<sup>192</sup> Zakkar, W. (2012) Strengthening National Action to Combat the Worst Forms of Child Labour in Lebanon. LEB/08/06P/ITA

<sup>193</sup> Chahine, A. & Abila, Z. (2014) Final Internal Evaluation. ILO Action Programme: Promoting the Rights of Women Migrant Domestic Workers (PROWD) in Lebanon. LEB/10/04/EEC

## WHAT WORKS AND WHY: A SUMMARY

The review allowed the identification of a number of success factors and challenges, that are presented here below regardless of the specific thematic area, type, size or scope of the interventions analysed in this review.

Success factors	Challenges
<ul style="list-style-type: none"> <li>■ Technical expertise and resources for influencing policy</li> <li>■ Tackling sensitive issues through the provision of factual research findings</li> <li>■ Using synergies and/or resources from other ILO interventions</li> <li>■ Working in close cooperation with key local stakeholders</li> <li>■ Using innovative and participative methodologies to engage local populations</li> </ul>	<ul style="list-style-type: none"> <li>■ Political instability and a lack of political will</li> <li>■ Weak State institutions, lacking sufficient resource</li> <li>■ Responsiveness to Syrian refugee crisis</li> <li>■ Finding an appropriate balance between national level and local level interventions</li> <li>■ Setting over-ambitious targets for project implementation</li> <li>■ Institutional and systemic challenges</li> <li>■ Lack of visibility of ILO's work</li> </ul>

## CONCLUSIONS AND RECOMMENDATIONS

Lebanon faces major challenges in terms of political instability, institutional weakness, the Syrian refugee crisis, and access to decent work opportunities. In this context, the ILO has implemented a range of interventions over the past 10 years in six main thematic fields: improving employment opportunities and working conditions refugee workers; skills, knowledge and employability; combating child labour; peace building in conflict affected areas; rights of women migrant domestic workers; and livelihoods and economic recovery. The principle types of intervention include institutional capacity-building; promoting compliance with international labour laws; awareness-raising; employment creation and training; and support for the development of social dialogue.

Analysis of evidence from evaluative material and from fieldwork in Lebanon demonstrates that ILO interventions have had a range of positive outcomes and impacts including: the work towards the ratification of ILO conventions, boosting social dialogue, awareness-raising, development of tools, development of employment opportunities, and the development and consolidation of knowledge in fields of intervention. Measures have been implemented to ensure the sustainability of ILO actions. ILO projects in Lebanon are also contributing to gender equality through a specific focus in certain interventions, and specific targeting of certain schemes to women. The interventions target a mix of high-level, intermediate and local stakeholders.

Success factors of interventions include: technical expertise and resources for influencing policy; tackling sensitive issues through the provision of factual research findings; using synergies and/or resources from other ILO interventions; working in close cooperation with key local stakeholders; and using innovative and participative methodologies to engage local populations. Challenges encountered include: political instability and a lack of political will; weak State institutions, lacking sufficient resource; responsiveness to Syrian refugee crisis; finding an appropriate balance between national level and local level interventions; setting over-ambitious targets for project implementation; institutional and systemic challenges; and lack of visibility of ILO's work.

Based on the evidence gathered for this evaluation, key recommendations for ILO interventions in Lebanon, are as follows:

- Focus ILO activity on higher level policy interventions. ILO can too often be seen delivering local level interventions which are not core to its mandate and driven by donor priorities rather than the needs of its constituents. In order to ensure its credibility to provide solutions to urgent issues (e.g. Syrian refugee crisis) and engage national stakeholders, it is imperative for ILO to demonstrate that it can have real impact at higher policy level (e.g. ratification of conventions) and not just at a local level

(e.g. job creation) as there are other organisations that are better placed to deliver locally. ILO needs to develop new tools and guidelines to allow it to more effectively engage at a higher level.

- Invest in ILO's capacity to response to crisis situations, so that ILO is ready and able to respond to the Syrian refugee crisis and other future crises in Lebanon. ILO must strive for a greater stake and influence over the Lebanon Crisis Response Plan, especially in terms of its contribution to the livelihoods sector to remain to be seen as a key player alongside other UN agencies.
- Develop a specific focus and understanding of successful strategies to ensure the sustainability of interventions in a fragile context. Requirements are different in a fragile context, and it is essential to adapt strategies to realities such as the Syrian refugee crisis and political instability in Lebanon. Continuing to ensure that ILO provides up to date labour market statistics and proactive dialogue with ILO constituents are a high priority.
- Exploit all relevant opportunities for partnerships and synergies to enhance impact and leverage resources from different sources. These include: better coordination with other UN or international organisations; cooperation with Lebanese institutions and social partners; and; exchanges and cooperation with other countries, where lessons learned in similar contexts can be transferred to Lebanon.
- Greater need to demonstrate outcomes and impacts of ILO's interventions. Project teams should focus on improving outcome-level reporting of their projects. To effectively capture outcomes there needs to be better use of baselines, log frames, theory of change, indicators, and monitoring frameworks and tools.
- Implement thematically integrated interventions that focus on ILO specialisms (e.g. social protection, social dialogue, employment, working conditions, etc.) and seek to achieve progress across a range of fields. In a context of fragility, it is particularly crucial to build on thematic work to make interventions more effective.
- Continue and upscale capacity-building and resource support for Lebanese institutions such as the Ministry of Labour, and social partner organizations. The need for such support is still urgent and wide-ranging, both in the short and long term. To ensure the sustainability of ILO action, Lebanese actors must have both the knowledge and resources to be able to continue the work.
- Review ILO's staffing and resource mobilization to enable it to be more agile and responsive to rapid changes in Lebanon, i.e. in light of the Syrian refugee crisis. ILO should also consider the relative merits of reintroducing ILO staff secondments to the Ministry of Labour.
- Review ILO's communications strategy. This should include regular and proactive communication with ILO constituents in Lebanon, including consultations on needs of constituents through a communications committee. In addition, an ongoing focus on leading policy level discussions to increase ILO visibility among wider stakeholders. ILO should aim to make better links with what it does with policy dialogue and make it known to activists that are engaged in the topics which ILO is concerned with. ILO should try to create a forum where wider stakeholders are invited and get an overview what's going on and what ILO is doing to address this. ILO should also look to revamp its website to make it more user friendly and easier access up to date information.

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