

## **ILO Evaluation Office, January 2015**

*Independent evaluation of the ILO's decent work country programmes, strategies and actions in the Caribbean (2010-15)*

Terms of Reference

## **Introduction**

The ILO is conducting an evaluation of the ILO's decent work country programmes, strategies and actions in the Caribbean. The evaluation will be managed by the Evaluation Office in close coordination with the ILO DWT/CO-Port of Spain and the Regional Office for Latin America and the Caribbean (RO-Lima) DWT/CO- Port of Spain.

## **Background and justification**

Every year the ILO's Evaluation Office (EVAL) holds annual consultations with senior management, the Evaluation Advisory Committee (EAC) and constituents to select topics for future high level evaluations, the selected topics are presented to the Governing Body (GB) for approval. As part of this process, the constituents requested *an Independent evaluation of the ILO's decent work country programmes, strategies and action in the Caribbean sub region* to be undertaken in 2015 for discussion at the 325<sup>th</sup> session of the Governing Body in November 2015.

Caribbean States have committed to a Decent Work Agenda (DWA) with four strategic objectives. ILO's assistance to member States in achieving decent work objectives is implemented through Decent Work Country Programmes (DWCP) developed in collaboration with ILO constituents. The DWCP promote decent work as a key component of national development strategies and define the priorities and targets within national development frameworks. They aim to tackle major decent work deficits through the implementation of results-based programmes developed under each of the strategic objectives.

The implementation of these programmes are not uniform among Caribbean member states, reflecting differences in economic circumstances, government sector capacity and the relative importance attached to the individual strategic priorities. Caribbean countries and small island developing states (SIDS) are to be found in the high and medium human development categories in the United Nations Human Development Index. This means that on a national basis many of the conditions required for residents to have decent standards of living and work have been satisfied. However, all the Caribbean member states including SIDS are so seriously challenged by disparities in income and wealth that many residents exist at much lower standards of living and work in sub-standard conditions.

The countries of the Caribbean are also exposed to natural hazards and events such as tropical storms, floods, earthquakes and volcanic eruptions. For example, the Eastern Caribbean countries are among the 10 most disaster prone countries in the world when frequency of occurrence is standardized for geographical size or population size. Given very slow progress in natural hazard risk management and mitigation in the Caribbean, natural disasters result in frequent losses of human lives, economic assets, including houses and durable consumer goods, current means of production

and employment and labour incomes. In aggregate, economic losses can be as much as 1.3% of annual Gross Domestic Product (GDP). Poor households, which correlate closely with low incomes work and unemployment, are the most vulnerable to property destruction and decreased labour incomes resulting from natural disasters.

### **Objective**

The objective of the evaluation is to assess whether the ILO's decent work country programmes are effectively serving as instruments to achieve the Decent Work Agenda in the Caribbean member states with formalized DWCPs as well as in the Caribbean states designated as SIDS member states and extract lessons that would lead to: (i) improved country programme planning and implementation; (ii) improve its organizational effectiveness, (iii) account for results, (iv) strengthening synergies among the ILO's technical advice and technical cooperation activities; and (v) apply lessons in future programmes and projects, and (vi) identify approaches to better support the achievement of the areas of critical importance identified as priority by the national tripartite constituents of these countries.

### **Scope of work**

The evaluation will cover the last two and a half biennia (2010-11, 2012-13 and 2014). The focus and preliminary scope of the High-level Independent Evaluation of the ILO's Decent Work Country Programmes, Strategies and Activities in the Caribbean sub regional is the period covering three biennia starting with the 2010-11 and ending with the current biennium 2014-15.<sup>1</sup>

The evaluation will assess existing DWCPs that covered the evaluation period which are Bahamas, Belize, Guyana, and the member States of the Organization of Eastern Caribbean States (OECS). The evaluation will also assess decent work country strategies and activities in countries which did not have DWCPs during the period (i.e. Jamaica, Suriname, Barbados, and Trinidad and Tobago) but have received ILO support to implement national decent work agendas through technical advice funded through the different Programme and Budget (P&B) accounts, namely: regular budget (RB), regular budget technical cooperation (RBTC), extra budgetary resources (XBTC), and the regular budget supplementary account (RBSA).

To this end, the evaluation will focus on the following main areas of ILO action:

- Providing policy advice and consider action programmes to strengthen the institutional capacity of ministries.
- Support member States' efforts to strengthen data collection and registry systems to ensure that data collected is sex-disaggregated and that statistics concerning conditions of work are available.

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<sup>1</sup> For the 2014-15 bienniums, the evaluations will take into account results reported for 2014 as well as any progress reported during the first quarter of 2015.

- Strengthening the knowledge and skills of labour administrators and social partners based on the ILO's Fundamental principles and Rights at Work (FPRW).
- Promoting awareness-raising strategies targeting employers and workers and their organizations on their respective roles to promote decent work.

The analysis will focus on: (1) the role that ILO has played in assisting member states and social partners achieve decent work agenda while ensuring compliance with ILS especially ILO's fundamental principles and rights at work; (2) the extent to which the Office's activities have enhanced national capacity through technical assistance programmes and projects, including strategies to promote the decent work agenda and compliance with and the application of ILS; (3) the extent to which DWCP strategies and activities have been relevant and coherent with tripartite constituents 'capacities with regard to the application of FPRW and workplace compliance, (4) the degree to which ILO's DWCPs and strategies in the Caribbean have promoted tripartite dialogue to address challenges related to promoting decent work, inclusion of rural sector and informal economy, youth employment and gender equality, and (5) the extent to which the DWT/CO-Port of Spain has been effective in delivering of technical assistance to member States in a timely, and cost-efficient way .

This high-level Strategy evaluation will also cover the application of RBM principles in the programming and implementation of ILO's DWCPs and strategies. This will include, but not be limited to the evaluability assessment of relevant results framework, assessing linkages to and P&B Outcomes and indicators; and the formulation of evaluable country programme outcomes (CPOs) that allow better monitoring of their contributions to the achievement of DWCP and P&B strategic Outcomes.

In summary, the evaluation will assess the following:

1. Strategic positioning of the ILO programme in countries included in the evaluation
2. The role and effectiveness of the ILO programme in promoting decent work as well the addressing the deficits;
3. Synergies and alignment of ILO country programme priority outcomes to MDGs and UNDAFs
4. Evidence of the direct and indirect use of ILO's contributions and support at national level (outcomes); evidence of pathways towards longer term impact.
5. The efficiency and adequacy of ILO's organizational arrangements to deliver the ILO's programme in the countries selected for this evaluation.
6. Lessons learned and good practices that would help develop innovative thinking and responses framed within the reality of the new regional context.

## **Methodology**

In accordance with EVAL's [Protocol 2: High-level Evaluation Protocol for DWCP Evaluation](#), this evaluation will be inclusive in nature and seek to involve all key ILO stakeholders through the establishment of an evaluation support group to facilitate information sharing on the various aspects of the DWCPs and their activities. Evaluation support group members might include programming officers, DWT specialists, RO and HQ specialists support Caribbean DWCP activities.

EVAL proposes a summative evaluation with a formative component to complement the outcome/summative aspect of the exercise. This would be essential for understanding what has worked and why as well what has not worked and draw lessons. To the extent possible the evaluation will identify internal and external factors that have had positive or negative effects on the implementation and the achievement of intended results of the DWCPs, strategies and actions.

To that end, the evaluation will seek to determine the degree to which the ILO DWCPs, strategies and actions that aimed at supporting tripartite constituents' efforts to promote and implement the decent work agenda have actually translated into priorities on the social, economic and political agenda of Caribbean member states to tackle major Decent Work deficits through effective policies, strategies and programmes that embrace each of the ILO's strategic objectives (i) employment creation, (ii) guaranteeing rights at work, (iii) extending social protection, (iv) promoting social dialogue .

Qualitative methods will play an important role in the evaluation to seek information with a breadth and depth not possible with quantitative approaches. The evaluation will rely on different methods of gathering qualitative information, namely: 1) interviews and focus groups; 2) structured targeted questionnaires; 4) document and portfolio analysis and 5) selected country or thematic case studies.

At a minimum, the evaluation framework will be guided by the OECD/DAC criteria and shall seek answers to the respective criterion questions listed below:

**1. Relevance.**

To what extent are ILO decent work country programmes and strategies relevant to National Development Priorities, UNDAF outcomes and ILO P&B Outcome strategies?

To what extent have ILO DWCP priorities, programmes and TC activities relevant to ILO's Regional Hemispheric Agenda, P&B Outcomes and Areas of Critical Importance (ACIs)?

**2. Effectiveness**

How effective have been ILO country programme outcomes, strategies and activities in promoting, and supporting member states develop or strengthen national policies needed to achieve the goals of the ILO's decent work agenda?

How effective have ILO's interventions been to support member states and social partners ensure better working conditions and workplace compliance with ILS and FPRW?

How effective have the DWCPs assisted member states address emerging decent work issues and challenges such as rural employment, self-employment and informal economy?

### **3. Coherence and value added**

How have the ILO's DWCPs, strategies and actions been designed and implemented?

To what extent has the ILO's DWCPs and strategies been coherent and complementary (in its design and implementation) with regard to the vertical and horizontal elements of the approach to decent work?

Are the DWCPs and strategies coherent and complementary to similar efforts carried out by constituents, UN partners, IFIs and other development partners?

Are the DWCPs and strategies coherent and complementary to activities being carried out by other ILO departments?

### **4. Efficiency**

To what extent have resources been used efficiently and are the decent work country programmes appropriately and adequately resourced?

What are the costs associated with the programmes?

Has ILO optimized resources in the achievement of results?

### **5. Impact**

To what extent have ILO actions shown immediate impacts in the form of increased capacity, necessary tools and policy improvements needed to work towards the development, implementation and enforcement of national decent work agendas?

### **6. Sustainability**

To what extent have ILO interventions been designed and implemented in ways that have maximized sustainability at country level?

### **7. Cross-Cutting Issues**

Gender equality, along with development, has been identified by the ILO as a cross-cutting issue of the strategic objectives of its global agenda of Decent Work. To the extent possible, data collection and analysis will be disaggregated by gender as described in the ILO [Guidance Notes 4: integrating gender equality in monitoring and evaluation](#).

A summary rating shall be expressed at the end of the six evaluation criteria and the respective questions listed above. The evaluation shall use a six -point scale ranging from “highly unsatisfactory” to “highly satisfactory” as defined below:

- Very unsatisfactory: when the findings related to the evaluation criterion show that expected results have not been attained, and there have been important shortcomings, and the resources have not been utilized effectively and/or efficiently;
- Unsatisfactory: when the findings related to the evaluation criterion show that the objectives have not been attained and the level of performance show major shortcoming and are not fully considered acceptable in the view of the ILO national tripartite constituents, partners and beneficiaries;
- Somewhat unsatisfactory; when the findings related to the evaluation criterion show that the objectives have been partially attained and the level of performance show minor shortcoming and are not fully considered acceptable in the view of the ILO national tripartite constituents, partners and beneficiaries;
- Somewhat satisfactory: when the findings related to the evaluation criterion show that the objectives have been partially attained and there that expected level of performance could be for the most part considered coherent with the expectations of the national tripartite constituents, beneficiaries and of the ILO itself;
- Satisfactory: when the findings related to the evaluation criterion show that the objectives have been mostly attained and the expected level of performance can be considered coherent with the expectations of the national tripartite constituents, beneficiaries and of the ILO itself;
- Very satisfactory: when the findings related to the evaluation criterion show that ILO performance related to criterion has produced outcomes which go beyond expectation, expressed specific comparative advantages and added value, produced best practices.

### ***Evaluation Approach***

The evaluation will involve several stages and levels of analysis:

#### **Phase I: Desk review**

EVAL will coordinate the gathering of all relevant documentation from HQ and field prior to the evaluation team’s commencement.

Document sources for examination will include:

- The SPF and P&B strategies dealing directly or indirectly with labour inspection for the period covered by the evaluation;

- Outcome-based work planning (OBW) and technical cooperation portfolios and related reviews;
- Implementation planning, management and reporting reports for the DWCPs (information from the IRIS Strategic Management Module)
- Relevant global reports and meta evaluations;
- Relevant DWCPs and logic model (results framework)
- Relevant project evaluations;
- Country programme reviews which will have examined recent performance against stated outcomes, determined what has been achieved, and whether strategies being used are efficient and effective;
- All relevant individual programme M&E reports;
- National strategic plans and reports related to labour inspection and workplace compliance; and,
- Other relevant national and UN policy and strategy documents.

The document review will also include the elaboration of desk-based country reviews based on programme and project reports, surveys and SKYPE interviews. These reviews will be conducted by the junior evaluation consultant under the guidance of the evaluation team leader and lead international evaluator. This desk-based portfolio review will analyse project and other documentation, key performance criteria and indicators, and gauge evaluability of the programme.

### *Phase II: Country evaluation missions*

Field work will include the **Bahamas, Belize, Guyana, Jamaica, Barbados, Trinidad and Tobago, Suriname, and least three island nations of the OECS (Antigua and Barbuda, Grenada, and Saint Lucia)**. The evaluation would also conduct desk reviews of country strategies and activities in other Caribbean member states selected on the basis of ILO activities and resources assigned (RB, RBTC, RBSA).

The proposed countries were selected based on: (i) the existence of an ILO Decent Work Country Programmes and/or Strategies, (ii) the size of their TC portfolio, (iii) ILO presence, the countries selected are supported by the DWT/CO Port of Spain, intraregional projects managed by the RO. Lima , Global Products that have included Caribbean member States.

Country missions will allow detailed interviews of national constituents, ILO DWT/CO-Port of Spain staff, development partners and implementing partners. ILO staff working in Lima and Geneva on Caribbean DWCP activities, as well as current and past project staff will be consulted. Travel to selected member States parts of the country will support more in depth case review at project/outcome level.

A review of the organizational capacities and practices to support ILO's work in the Caribbean will be conducted. This will include interviews with staff at the Regional

Office, DWT/CO-Port of Spain and other ILO officials in the Region or Geneva working substantively with the country programmes to:

- Assess the performance and capacity of ILO managerial, administrative and business processes directly related to the implementation of the DWCPs.
- Address opportunities to improve cost containment and efficiencies.
- Pinpoint areas of risk, recommend process changes, managerial and organizational improvements, and suggest “best practices” for the ILO, as appropriate.

### *Phase III: Triangulation and validation of data*

Case studies will be based on analysis of all information collected through desk reviews, interviews, and electronic surveys. Case studies for each country to be visited will include interviews with tripartite constituents and ILO staff in addition to desk-reviews and surveys. Case studies for countries not visited will be based on desk-reviews and electronic surveys.

A wide stakeholder consultation and involvement is envisaged. The evaluation team will meet with national government ministries and institutions at central and regional levels, labour unions and employers associations, relevant development partners, research institutions, UN Agencies, bilateral donors, and beneficiaries. The evaluation team will visit field and projects sites as required. Follow-up surveys will be sent out to all stakeholders interviewed as a means of triangulation and validating of information gathered through interviews.

### *Phase IV: Constituents' workshop*

A workshop/debriefing session on findings and recommendations will be conducted for national constituents and ILO key stakeholders for comments and factual validation. The result of this workshop will be the formal responses from the Office and national tripartite constituents.

### ***Expected Outputs***

A full report of findings and recommendations will be produced by the lead independent evaluation consultant. The content of this report will focus on recommendations to situate the country programme on a sound basis for future action in the current national, regional and global environment

The GB summary will be finalized by the Evaluation Office and presented to the ILO Director-General and the Governing Body at the November session. .

Case studies, background documentation and analysis on which the findings, conclusions and recommendations are based should be included in Annexes.

### ***Management and Responsibilities***

The Sr. Evaluation Officer EVAL will take the lead role for funding, tendering, contracting, and implementation management. .

The Director of the EVAL will oversee the evaluation process and provide guidance as needed. An officer from DWT/CO-Port of Spain will be appointed to facilitate coordination with national constituents, DWT Specialist and provide relevant documentation as requested by the team. This person will be the key technical liaison to the evaluation team, assisting in the identification of key national, regional and HQ stakeholders.

The leading external evaluator/s will provide technical leadership and is/are responsible for:

- Drafting the inception report, producing the draft reports and presenting a final report;
- Providing any technical and methodological advice necessary for this evaluation within the team;
- Ensuring the quality of data (validity, reliability, consistency and accuracy) throughout the analytical and reporting phases.
- Producing reliable, triangulated findings that are linked to the evaluation questions and presenting useful and insightful conclusions and recommendations according to international standards.
- Managing the external evaluation team, ensuring the evaluation is conducted as per TORs, including following ILO EVAL guidelines, methodology and formatting requirements.

### ***Quality assurance***

The lead evaluator/s will be required to ensure the quality of data (validity, reliability, consistency and accuracy) throughout the analytical and reporting phases. It is expected that the report shall be written in an evidence-based manner such that all observations, conclusions, recommendations, etc. are supported by evidence and analysis.

### ***Provisional work plan and schedule***

The draft report will be available for comments by key stakeholders before its finalization in late June 2015 (ILO staff) and mid-July (with constituents) , and then finalized at the latest by August 7 2015. A summary of the evaluation report will be included in the November 2015 submissions to the Governing Body. This timetable is based on the scope of work and methodology set out above, and resources available for the evaluation.

***Proposed Tentative Time Table:***

Task	Time frame
Preliminary interviews and draft TORs	January/February 2015
Evaluation team formed	March 1 2015
Document review	March 2015
Inception report	Mid-April 2015
Field missions	Start on May 01, 2015
Draft case studies	May 2015
Draft evaluation report	May/June 2015
Consultations with ILO staff and constituents' workshop	Late- June/ mid- July 2015
Final evaluation report including and Executive summary	July 31/August 7 2015
GB Summary	August 15

## **Evaluators' code of Conduct and Ethical considerations**

[The ILO Code of Conduct](#) for independent evaluators applies to all evaluation team members. The principles behind the Code of Conduct are fully consistent with the Standards of Conduct for the International Civil Service by which all UN staff is bound to. UN staff is also subject to any UNEG member specific staff rules and procedures for the procurement of services. The selected external collaborators shall sign and return a copy of the code of conduct with their contract.