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Discussions of high-level evaluations: Strategies and Decent Work Country Programmes

Purpose of the document

The present document provides a summary of the findings and recommendations from three high-level independent evaluations conducted during 2012. They covered the ILO's strategies to: (1) integrate inclusive employment policies; (2) promote a sector-specific approach to decent work; and (3) support the Decent Work Country Programme (DWCP) in India. The final section of each evaluation summary includes recommendations requiring follow-up. The Governing Body is invited to endorse the recommendations and request the Director-General to uphold their implementation (see draft decision in paragraph 165).

Relevant strategic objective: All, but particularly employment and social dialogue.

Policy implications: The final section of each evaluation summary contains a set of recommendations, the implementation of which may have policy implications.

Legal implications: None.

Financial implications: None.

Follow-up action required: Follow-up to the recommendations will be reported to the Governing Body through the annual evaluation report 2012–13.

Author unit: Evaluation Unit (EVAL).

Related documents: ILO: *Employment policies for social justice and a fair globalization* (Report VI, International Labour Conference, 99th Session, 2010); "Future orientation of the Sectoral Activities Programme and proposals for activities in 2008–09" (GB.298/STM/1); "South–South and triangular cooperation: The way forward" (GB.313/POL/7).

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Part I. Independent evaluation of the ILO's strategy to integrate inclusive employment policies

Introduction

1. The evaluation covers the International Labour Office's (ILO) global strategy and contribution to supporting member States to improve their policies for productive employment, decent work and income opportunities from 2006 to 2011. The strategy specifically relates to how the Office will meet its obligations associated with the Strategic Policy Frameworks (SPFs) for 2006–09 and 2010–15, and the relevant programme and budget (P&B) outcomes.
2. The independent evaluation is based on an initial scoping exercise to identify key issues, followed by a thorough desk review of research, reports and programme documentation, a portfolio review organized by country, and interviews with ILO staff, constituents and United Nations (UN) system colleagues. Four country missions and three desk case studies were undertaken.

Evaluation criteria

3. The evaluation addressed five broad questions as follows:
 - (i) To what extent is the ILO National Employment Policy (NEP) support strategy relevant as a proposal to respond to the global and national employment policy demands (in relation to their underlying causes and challenges)?
 - (ii) How effective is the strategy in achieving progress towards the expected outcomes?
 - (iii) To what extent does the ILO strategy lend itself to efficient implementation within a results-based management approach?
 - (iv) To what extent have ILO actions had an impact on the approach of national employment policies towards a framework focusing on the overall goal of generation of decent and productive employment, with special attention to vulnerable groups based on coordinated action from different line ministries, social partners and head institutions in the field of economic policy?
 - (v) Have ILO interventions been designed and implemented in ways that have maximized sustainability at country level?

Operational approach

4. The primary mechanism for guiding the ILO's approach to policy coordination and cooperation (on employment) at the national level is contained in Article 1.1 of the Employment Policy Convention, 1964 (No. 122), which provides that: "With a view to stimulating economic growth and development, raising levels of living, meeting manpower requirements and overcoming unemployment and underemployment, governments shall declare and pursue an active policy for the promotion of full, productive and freely chosen employment".

5. The strategy for integrating inclusive employment policies in national, sectoral and local frameworks embedded in the ILO's framework since 2006 gained specific emphasis in the P&B for 2010–11. Prior to 2010, the strategy could be captured under the broad outcomes calling for employment to be placed at the centre of economic and social policies (2006–07), and coherent policies to be developed to support economic growth, employment generation and poverty reduction (2008–09).
6. The Office currently defines its impact through outcome 1.1 indicator targets. For SPF 2010–15 these are defined as:

Number of member States that, with ILO support, integrate national, sectoral or local employment policies and programmes into their development frameworks, measured as:

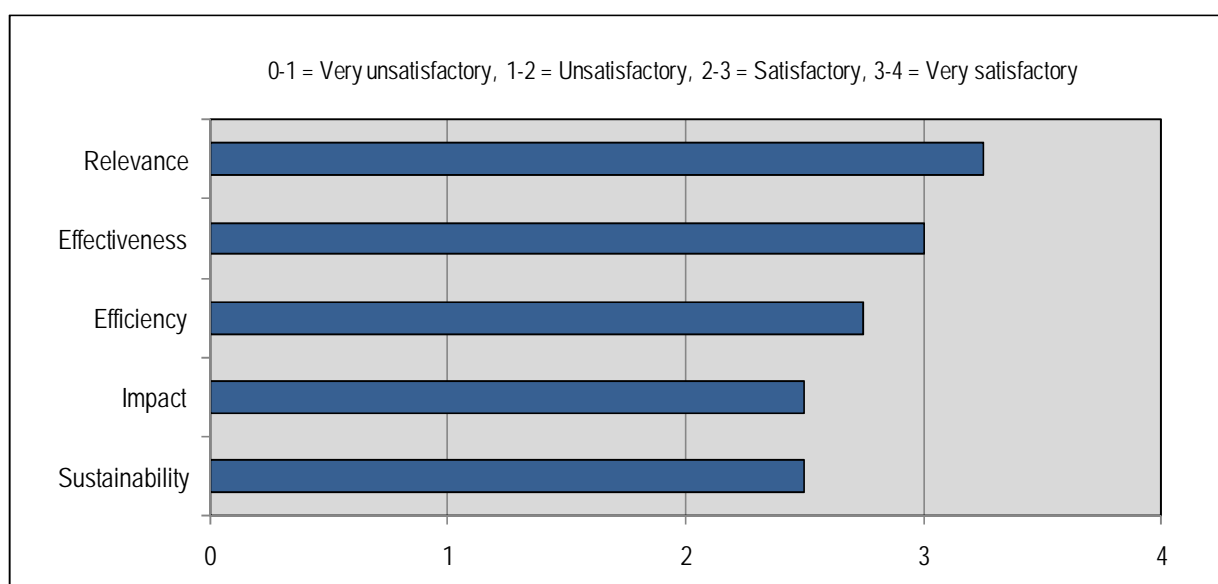
 - National development frameworks that prioritize productive employment, decent work and income opportunities within their macro analysis, sectoral or economic stimulus strategies.
 - Comprehensive national employment policies and/or sectoral strategies are developed, in consultation with social partners, and endorsed by government (cabinet, parliament or inter-ministerial committees).
7. The evaluators developed a model to illustrate their understanding of the context, interventions, expected results and longer term impacts of the ILO's results-focused strategy. Building from the governance-level frameworks, the strategy aims to: better understand the macroeconomic and employment policy situations in countries; advocate employment goals in national development frameworks; support the formulation and implementation of NEPs; and pay attention to employment aspects in financial crisis responses.
8. These initiatives rely on knowledge building through research and analysis, partnerships, tripartite social dialogue, policy coherence and coordination, and advocacy and capacity building, as the primary means of action. Performance targets at country level are measured in two ways: (1) national development plans and frameworks prioritize productive employment, decent work and income opportunities within their macro analysis, and sectoral or economic stimulus strategies; and (2) NEPs and/or sectoral strategies are developed in consultation with social partners and endorsed by government.

Findings and conclusions

9. This report has profiled a number of factors that indicate the performance of the ILO's strategy to support the development of national integrated and inclusive employment policies. To name a few, the ILO enjoys growing international visibility and voice on employment policy issues; it has in place solid leadership and an impressive range of technical competencies to support the delivery of its tools and services; it draws upon strong national tripartite networks and partnerships, and enjoys a broad reputation for its technical knowledge base and organizational integrity in countries where it works.
10. In terms of operational effectiveness, the ILO has demonstrated its reliability in completing its programme of work and meeting performance targets over the past three biennia. Cost effectiveness is considered adequate for the results generated through to the NEP adoption stage. Finally, the ILO has adapted its approaches as a result of the international financial and employment crisis currently affecting nearly all member States.

11. However, the ILO could improve the efficiency, impact and sustainability of its strategy and capacity by articulating a longer term vision of how countries can be supported through all stages of the employment policy cycle. Internally, this would involve introducing changes to the current configuration of technical support linked to employment policy to improve the coherence of ILO policy messages at country level. Finally, an improved accountability framework and results orientation for the strategy could improve efforts to generate implementation results at country level. See figure 1 for overall evaluation ratings.

Figure 1. Overall ratings on evaluation criteria



A. Relevance

12. So far, the ILO's NEP strategy has proven to be relevant in supporting countries and the Office to align country needs and ILO responses in terms of thematic issues, learning processes, capacity building, policy innovation and strengthened social dialogue. The Office has been able to select countries willing to develop NEPs and gear interventions to their situations. The evaluation credits the ILO with advancing global awareness of the issues and appreciation of the types of policy interventions with the potential to tackle countries' employment problems. Countries' demands have been met satisfactorily, as have policy-makers' requests for tools and guidelines. The ILO's NEP support has so far been highly relevant in implementing the ILO Declaration on Social Justice for a Fair Globalization (2008) and International Labour Conference mandates of 2010.¹

B. Effectiveness

13. As regards the NEP processes, the ILO's strategy and means of action have mostly been effective from their formulation through to their adoption. Means of action need to be further refined in order to be effective in supporting implementation phases. There is also a need to scale up efforts on knowledge building, partnerships, policy coherence and coordination efforts at all stages, and on the institutional constraints affecting NEP implementation. Social partners have strengthened their positions during policy

¹ ILO: *Employment policies for social justice and a fair globalization*, Report VI, International Labour Conference, 99th Session, Geneva, 2010.

deliberations beyond traditional tripartite agendas. Important achievements have been made regarding capacity building. However, social partners, and particularly unions, often face additional challenges to fully taking advantage of these efforts. An evolving strategy to support the NEP process can be seen in past efforts, and there is already some understanding and discussion in the Office regarding future directions for such support. In general, elements and actions from different ILO units are complementary, but as illustrated in the full report there are some overlapping activities that should be adjusted.

C. Efficiency

14. The quality, quantity and timeliness of services and outputs suggest good value for money. Internal and external coordination and communication were found to be adequate. The current structural approach to supporting NEP development may be too stand alone. The existing indicator framework for the strategic objective on employment does not support a clear understanding of country-level outcomes, achievements and progress within broader ILO employment policy initiatives, which may reinforce internal fragmentation. Repeated assistance to countries under the same or overlapping outcome indicators does not adequately reflect the support and progress being made within the long-term policy cycle. The monitoring of efficiency differences in NEP processes in different countries lacks a defined set of minimum quality standards for NEP formulation. Field employment specialists are not distributed consistently enough to support current and future NEP-supported target countries. Africa-based support in particular appears under-supplied.

D. Impact/degree of change

15. The need for a wider institutional debate on formulating employment policy is appreciated and change has already been achieved in the approach and use of employment policy concepts. In some countries, initial change in the institutional set-up for this debate has been observed through an improvement in the quality of the thematic agenda involving tripartite dialogue. Convention No. 122 is well connected to NEP support and is helpful in pushing forward the NEP debates. However, effectiveness could be reinforced by providing a clearer understanding of the services and tools that are required to meet the conditions set out in the Convention.

E. Sustainability

16. The minimum necessary conditions for sustaining the NEP formulation process are largely in place although national follow-up post-NEP approval remains weak. This is partly due to national budgetary constraints and internal government coordination issues and the fact that tools and services for these phases within the ILO strategy have only recently been defined. NEP processes offer an opportunity to improve institutional, knowledge and capacity environments when engaging social partners in employment policy processes. Country case studies show that this is not automatic and situations can arise where specific groups end up in disadvantageous situations. More attention will need to be paid to this.

Recommendations

Recommendation 1

17. Thoroughly research the nature of national demand, including capabilities and the political will of senior planning officials to conclude an NEP process; advance NEP initiatives by

promoting strong institutional set-ups for devising, budgeting and implementing integrated employment policies.

Office response

- 18.** The Office agrees with this recommendation and indeed systematically analyses the nature of demand for NEP, which is reflected in the DWCP priorities and/or communicated formally by the highest authorities. It also engages from the outset in a dialogue with authorities including with the ministry of planning to assess national commitment and to advise on how to promote coherence and coordination across different areas and phases of development planning, policy adoption and implementation. However, this does not fully eliminate the risks of lags between planning and budgeting cycles as countries have different timelines and the planning and finance authorities and/or parliament ultimately arbitrate among competing and changing priorities.

Recommendation 2

- 19.** Improve the translation of findings from an integrated assessment of labour market requirements to policy options and definitions of activities that are expected to produce the desired changes; define a minimum set of macroeconomic conditions in a given country that could be considered favourable for employment generation; and assess the probability that these conditions will materialize or will not change significantly.

Office response

- 20.** The in-depth policy reviews and diagnostics undertaken at the outset of the NEP process provide policy-makers with informed basis on alternative policy options for generating more and better employment that are discussed in tripartite settings. In selected countries, model-based scenarios and projections are built. As a follow-up to this recommendation, this practice will be expanded. Regarding pro-employment macroeconomic frameworks, the Office is enhancing its analytic and advisory capacity since 2010, including by developing a global product for employment targeting in 2013–14 which will contain recommendations on how macroeconomic frameworks can be made employment friendly in diverse contexts and which will be used for policy advice.

Recommendation 3

- 21.** Generate more comparative studies and use the ILO Global Knowledge Base to share policy insights on feasible policy mixes. Develop guidance and step up support for national monitoring and evaluation (M&E) frameworks for NEP implementation and build tools to more directly support this work.

Office response

- 22.** The Office agrees with this recommendation. Once the new Global Knowledge Base on Employment Policy under construction is completed, this will facilitate the elaboration of comparative studies. This will complement the series of country studies on employment policy and the comparative good practice examples that are already integrated in the global products. With respect to M&E mechanisms, a new initiative has been launched since the evaluation was carried out to assess and compare country practices and disseminate findings by 2014.

Recommendation 4

23. Advocate the vision for tripartite engagement and processes that both constituents and staff should follow. This could help ease tensions and rein in expectations of what the processes will deliver. Add elements to the ILO's capacity-building needs to address the capacity differences of unions' and employers' groups, and deliver understandable research results to a wider audience.

Office response

24. Tripartite engagement and dialogue is central to the Office's approach, as underscored in the evaluation results. Regarding the first part of the recommendation, the Office highlights that the new guide on NEP released recently codifies the vision and practical steps, drawing on audits of social partners' engagement. Capacity differences and sometimes fragmentation among social partners are real issues when considering the range and complexity of topics involved in an employment policy cycle. When resources can be mobilized, capacity-building initiatives at country level will be multiplied for each social partner along with tripartite dialogue. Another practical step initiated in this biennium, is the adaptation of the NEP guide to a trade union audience.

Recommendation 5

25. Advance initial work to connect the NEP with the overall policy-making process and institutions, including budgeting and M&E processes in specific countries. Make more direct use of the government planning processes generally and adopt new ways of working that better support nationally led processes and priorities. Advance emerging work on budget and public expenditure reviews so governments can identify potential resources.

Office response

26. This recommendation overlaps with, and has been partially replied to, under recommendations 1 and 3. The Office will advance innovations in diagnostic and implementation tools, including M&E and public expenditure review methodologies. However the application of the latter requires substantive resources.

Recommendation 6

27. Strengthen the promotion of international goals and conventions for use in the framework of national policies and link this to the UN debate regarding the definition of a global development agenda post-Millennium Development Goal (MDG) 2015. The ILO should use lessons from the NEP processes to understand how employment policies should be highlighted in a future global agenda, and how they can be delivered to countries and achieve greater attention than currently generated through Convention No. 122 and the MDG.

Office response

28. The Office has advocated and integrated employment targets under MDG 1 since 2005. In preparation for the post-2015 development agenda, these advocacy efforts are intensified at the country and global levels in addition to collaboration with the UN Economic and Social Council, G20, post Rio +20, for a stronger focus on employment promotion and to forge multilateral support. Lessons of country experiences with NEP are continuously fed into these processes.

Recommendation 7

29. Define a more explicit strategy to secure international support and the establishment of enduring institutional frameworks for post-NEP approval, including through longer term partnerships with development partners that can secure funding for implementation support. Explore ways in which the ILO might work more closely with the International Monetary Fund (IMF) on analysing employment issues within macroeconomic policy consultations.

Office response

30. The Office assists countries in implementation following the adoption phase, through many streams of operational strategies and capacity building covered under other indicators (e.g. Employment Intensive Investment Programme, youth employment, labour market indicators, crisis response). As a follow-up to this recommendation, this strategy will be made more explicit and visible. The current practice of supporting countries to develop integrated implementation action plans which act as catalysts for resource mobilization and partnership with UN Country Teams and Bretton Woods institutions, the European Union and donors, will be generalized. Cooperation will be enhanced with the IMF on reviewing the employment dimensions of Article IV consultations² drawing on Office research on this topic. The Office is preparing a plan of action to follow up on the 2012 ILC conclusions “The youth employment crisis: A call for action”. This plan includes activities to promote stronger partnerships with regional development banks and a resource mobilization strategy for youth employment.

Recommendation 8

31. Consolidate the outcomes addressing employment policy within a coherent results framework for the P&B for 2014–15, including an additional target under indicator 1.1 to capture progress within a generic employment policy formulation and implementation cycle. Review existing P&B outcome indicators against the underlying work to identify possible duplication and fragmentation, and review staffing at headquarters and in the regions to align levels with NEP demand.

Office response

32. The Office agrees with the need to review indicators of outcome 1.1. This revision should make more explicit support to implementation beyond policy development; introduce flexibility acknowledging multiple pathways that employment policy adoption and implementation can take; and better connect with operational strategies and targeted action, e.g. youth covered by other indicators and outcomes. This revision will be introduced at the time of the preparation of the next SPF.

Recommendation 9

33. Revamp the resource mobilization strategy to support NEP within the context of the Decent Work Country Programme (DWCP) and the national development context. The Office should provide sufficient time and resources to ensure a comprehensive planning process that is driven by country-level consensus on priority actions.

² Under Article IV of the IMF’s Articles of Agreement, the IMF holds bilateral discussions with members, usually every year.

Office response

34. Limited resources (field/headquarters staff and financial) constrain adapted, timely and extended support from diagnostic stage, to capacity building, policy formulation and implementation to apply to the large number of demands in a biennium, about 60 country requests. The evaluation has noted the high degree of efficiency in the use of available resources. The main issue is to mobilize more resources concomitant with the increasing demand particularly in the crisis context. The Office will continue ongoing efforts to mobilize extra-budgetary resources for country-level support and for developing global tools, facilitating informed tripartite dialogues, capacity building of constituents and strengthening the Office global team on employment policy.

Recommendation 10

35. Develop a comprehensive guide for the ILO's internal joint work processes to support the design and implementation of employment policy within a broader national decent work policy cycle context. This should not be limited to promoting the processes but should include the results to be achieved from the joint work, such as evidence of how the policy focus has been improved at key stages of the process. Consider how DWCP policy assessments and NEP diagnostics can be made complementary.

Office response

36. The Office experience on NEP development is informing the development of the new methodology for decent work country level policy analysis which aims at supporting employment policy development within a broader decent work framework.

General Office response

37. The Office welcomes these findings and is pleased to note that the report recognizes substantive progress achieved. The Office endorses the findings regarding effectiveness, innovativeness and impact including increased international recognition and the favourable reputation for the technical knowledge base and organizational integrity. The Office would like to underscore the finding regarding the strong tripartite networks and partnerships that have been established.

Part II. Independent evaluation of the ILO's strategy for sector-specific decent work

Introduction

38. In March 2011, the Governing Body considered a general discussion of decent work in global supply chains among the proposals for the 101st Session (2012) of the Conference. In anticipation of the general discussion, EVAL proposed a three-year rolling workplan that included a strategy evaluation of the ILO's "decent work in global supply chains (Better Work and sectoral lens)" activities through an evaluation of outcome 13. The workplan was approved by the Programme Financial and Administrative Committee during the 312th Session of the Governing Body.

39. Ultimately, the Governing Body did not approve the proposal for a global supply chain discussion at the ILC level. Therefore, in consultation with constituents and other stakeholders, the focus of the high-level evaluation was narrowed down to the contributions of the Sectoral Activities Department (SECTOR) and the Better Work programme (BW) toward outcome 13: A sector-specific approach to decent work is applied. In addition, this evaluation examines other unit and departmental contributions to the ILO's strategy of promoting decent work at the sectoral level.

Purpose and scope

40. The purpose of this evaluation is to assess the ILO's strategy for achieving a sector-specific approach to decent work. The point of departure for the evaluation was the strategy as described in the P&B and reiterated in the outcome-based workplans (OBWs) taking into account the evolution of the ILO strategy and indicators from the 2006–07 and 2008–09 biennia to the start of the 2010–15 SPF.

Evaluation criteria

41. ILO high-level evaluations usually focus on the relevance and validity of the strategy, its efficiency and effectiveness, the impact of the results and the potential for sustainability. For each criterion, two or three specific evaluation questions serve to focus data collection.
- Relevance – how well did the outcome strategy respond to priorities and needs of constituents?
 - Efficiency – how efficiently were elements of the strategy implemented?
 - Effectiveness – to what extent has outcome 13 been achieved?
 - Impact – how did the ILO build the capacity of tripartite constituents to realize outcome 13?
 - Sustainability – what recommendations and lessons could be offered to improve the sustainability of outcome 13 results?

Methodology

42. The evaluation used a mixed-methods approach so that evaluative assessments could be framed by causal, systemic and normative constructs. The design of the outcome evaluation was “one group post-test only”, which was consistent with a mixed-methods approach and reflected the fact that the strategy relative to outcome 13 had evolved significantly over the evaluation period, as had the factors of implementation. The evaluation used documentary review, semi-structured interviews, direct observation, surveys and two focused case studies to collect data.

Operational approach and evaluation findings ³

43. For the past decade, the ILO has promoted decent work by addressing social and labour issues in specific economic sectors at international and national levels. By tackling sector-specific challenges and development issues, the ILO assists governments, employers and workers to develop policies and programmes aimed at enhancing economic opportunities and improving working conditions in each sector. In the SPF for 2010–15, the ILO designated two indicators to capture progress in forwarding the outcome and strategy:
- Number of member States that, with ILO support, implement sectoral standards, codes of practice or guidelines.
 - Number of member States in which constituents, with ILO support, take significant action for a specific sector to advance the Decent Work Agenda.
44. An important finding of the evaluation is that, in addition to the de jure “strategy” for sector-specific decent work expressed in the SPF/P&B and reiterated in the outcome-based workplan, there is also a de facto “strategy” contained in the Sectoral Activities Programme (SAP) – the Governing Body document that is published biennially.
45. In terms of strategic relevance, the current system consists of one set of plans developed under an Office-wide procedure for the preparation and implementation (OBW) of the P&B while the activities contained in the SAP are planned under a different and autonomous procedure. There is a risk, therefore, that this system could create incoherence.
46. The evaluation team found that both the P&B and the SAP have complex associated issues, which are discussed in the following subsections of this document.

A. Programme and budget “strategy”

47. The evaluation team found that the P&B’s results framework was not able to effectively measure all the contributions of various ILO units to sector-specific decent work.
48. The logical framework of the BW project which contains a developmental goal, intermediate objectives, outputs and activities made it relatively easy to measure BW’s contribution to Indicator 13.2 of the P&B results framework.
49. However, the evaluation team found it more difficult to measure the contributions of the Sectoral Activities Department and other ILO units to the results framework of outcome 13. The problem is primarily due to a disconnect between the results-based P&B and the activities-based SAP.
50. The activities contained in the SAP do not necessarily contribute in a direct and measurable way to changes measured by the indicators for outcome 13 in the P&B. There were also technical problems with the manner in which the indicators and, in particular, the measurement criteria were formulated. This led the evaluation team to conclude that, in general, the P&B indicators are poorly constructed for measuring the results for outcome 13.

³ The team did not rate the overall performance on the evaluation criteria because, based on the limited evaluability of outcome 13, it was not possible to establish performance standards for which validity and reliability could be demonstrated.

51. The evaluation team also found that linking resources to outcome 13 in the OBW was not presented as a result of the “strategy,” i.e. of explicit strategic choices and allocations that include, among other things, taking into account the SAP. It was difficult for the team to identify clear linkages between the outcome, strategic analysis, strategic priorities, operational planning and resource allocation.

B. Sectoral Activities Programme “strategy”

52. Information obtained by the evaluation team through interviews with key stakeholders, and carefully triangulated to establish its validity, suggests that the proposals contained in the SAP for the 2010–11 and 2012–13 biennia were made by constituents to the Sectoral Activities Department with partial consultation.
53. Furthermore, sectoral advisory bodies made up of the International Organisation of Employers (IOE) and the International Trade Union Confederation coordinators, representatives from relevant Global Union federations, IOE sectoral partners and governmental regional coordinators, work very closely with the sectoral specialists to determine the scope of work. A view that was repeatedly expressed to the evaluation team is that this is the mechanism that workers and employers use to manage sectoral activities.
54. Approval of the SAP by the Governing Body creates a mandate for the Office to carry out detailed sectoral meetings and other activities with all of the corresponding allocations that have to be made within the budget. As such, the SAP and the sectoral advisory bodies appear as the major drivers in planning, organizing, leading and controlling SECTOR’s work – in other words, management.

C. A sector-based approach to decent work

55. Despite the competing “strategies” in the P&B and SAP, the evaluation team found evidence of sector-specific decent work. The evidence is presented in chapters 4–6 of the long report. The evaluation team noted that there is insufficient collaboration among the various units contributing to outcome 13.
56. Part of the challenge to the ILO is to find a mechanism to integrate the sectoral work of the various units in order to achieve synergies and benefits of scale. Many of the stakeholder interviewees suggested that, where and when appropriate, a sector-based approach to DWCPs might be part of the answer.
57. The evaluation team identified and documented a case study of a precedent-setting effort to take a sectoral approach to decent work – the 2002 Decent Work Pilot Programme that was implemented in Morocco. This programme might serve as a model for future efforts.

Specific findings

58. The specific findings presented here are dealt with under each of the criteria of relevance, validity, efficiency, effectiveness, impact and sustainability previously described in paragraph 31.

A. Relevance

59. The evaluation team took a nuanced approach to relevance. It looked at this criterion from the perspectives of content, strategy and constituents’ needs.

Content

60. Documents reviewed showed that the Governing Body has taken measures to make the ILO's sectoral activities more congruent with global employment structures by encouraging greater sectoral specificity.
61. Interview data suggested that as sectoral activities become more specific, they become less amenable to coordination and integration with the ILO's cross-sectoral technical programmes. As a result, it is less possible to coordinate interdepartmental work within the ILO and more difficult to integrate sectoral activities into other technical departments' and countries programmes' priorities.

Strategic relevance

62. The current system consists of one set of workplans developed under an Office-wide procedure for the preparation of the P&B while the work to be done for the Sectoral Activities Programme is planned under a different and autonomous procedure. This tends to create a lack of coherence.

Constituents' needs

63. In order to determine the relevance of the various sectoral activities for the employer and worker constituents, the evaluation team surveyed the Global Union federations and representatives from the IOE partners. Respondents from both groups were asked to rate the extent to which activities, outputs and follow-up met their needs. Those surveyed responded that the SAP addressed their needs the most, while the DWCPs met their needs the least.

B. Efficiency

64. The fact that there are intrinsically two "strategies" for sector-specific decent work constitutes inefficiency. Various sources consulted claimed that time and energy are spent in reconciling the two.
65. Furthermore, to the extent that the way in which the SAP process is conducted can be considered as "management" on the part of the constituents, there is inefficiency inasmuch as it constitutes a duplicate or parallel management stream.

C. Effectiveness

66. The evaluation team found evidence of sector-specific decent work. However, it also found that the P&B results framework creates competition for country programme outcomes that limits the effectiveness of the ILO's sectoral work. In addition, the Strategic Management Module does not allow the contributions made by ILO units to be measured in a systematic manner. Therefore, the effectiveness of outcome 13 strategies cannot be accurately determined.

D. Impact

67. Sectoral meetings are one of the main means used to enhance constituents' ability to improve working conditions and industrial relations, for example in the commerce, chemical, construction, mining, postal services and transport sectors. While these meetings address gaps in technical knowledge, it appears that the lack of follow-up limits their potential impact.

E. Sustainability

68. In his paper on the UN development system, Bruce Jenks states that: “globalization and the emergence of global challenges requiring collective responses create an extraordinary opportunity for the UN development system’s normative, standard-setting and fact finding functions to assume a new significance”.⁴ This perspective has implications for the future orientation of the ILO’s sector-specific decent work and the manner in which it is measured.

Conclusions

69. The findings are summarized, the implications explored and the significance explained below.

A. Management and governance

70. There are overlaps in the management and governance of the ILO’s sectoral work. The implications were previously discussed in paragraphs 33-36.

B. Programme and budget

71. An unintended effect of the way in which the P&B system is currently configured is to create competition rather than to support collaboration between different staff, units and departments. The implication of this for outcome 13 is that SECTOR, which does not have specialists in the field, is often not able to offer the kind of support to compete as successfully for Country Programme Outcomes as other ILO units that do have such specialists.
72. *Accountability.* The evaluation found that the ILO’s sectoral activities are often determined more through a political process than through one of results-based management. From an accountability perspective, this presents obvious problems. Holding SECTOR accountable for the indicators contained in the P&B, while the work to be done for sectoral activities is planned under a different and autonomous procedure, over which it has little control is questionable.
73. *Valuing the ILO and its work.* Globalization and the emergence of global challenges requiring collective responses may create an opportunity for the UN development system’s normative and standard-setting work to assume a new significance. However, the difficulties of valuing the ILO’s sectoral work, which is, by and large, normative in nature, may preclude the Office from demonstrating its comparative advantage in sectoral work.

Lessons learned

- **Lesson 1:** The imprecise definition of the term “sector” has caused misunderstanding of the ILO’s sectoral work and precluded meaningful discussion about the topic. For example, in addition to SECTOR’s 22 recognized sectors, the term is also used to denote generic sectors, economic sectors, sub-sectors and other organizational units.

⁴ B. Jenks: *Emerging issues in development operations. A report prepared for the United Nations Department of Economics and Social Affairs* (UNDESA, New York, 2012).

The lesson to be learned is that it is important to establish a common definition of the terms in order to facilitate meaningful dialogue about a topic.

- **Lesson 2:** As part of the evaluation, the ILO Department of Statistics (STAT) conducted an analysis that ultimately was not included in the report. This analysis brought to the evaluation team's attention that the typology of sectors used by SECTOR is different from the International Standard Industrial Classification of All Economic Activities, which is used by the United Nations including STAT in the ILO. The lesson to be learned is that having different typologies limits the comparability of the ILO's sectoral work and that of the rest of the world.
- **Lesson 3:** The P&B and SAP are outputs of two very different ILO sub-systems. If the Governing Body were to decide to harmonize the two outputs, recommended in the following section, the two sub-systems and their processes would probably need integrating or synchronization.

Recommendations

Recommendations 1 and 2

74. Recommendation 1: In order to address the “dual governance” issue, the P&B and the SAP “strategies” for sector-specific decent work should be harmonized.

75. Recommendation 2: Roles and responsibilities for management and governance of the ILO's sectoral work should be reviewed and clarified.

Office response

76. The evaluation notes that SECTOR responds to two parallel programming processes – the P&B and the SAP. These processes frequently lead to different sets of priorities, which while equally valid and desirable, must be accommodated within limited resources. This spreads available resources thinly over a multitude of meetings, initiatives and tasks with the attendant risk of failure to achieve tangible impact on either set of priorities. The Office has already brought this matter to the advisory bodies and taken steps to better align the two priority setting processes in developing the 2014–15 P&B proposals. With a view to ensuring greater long-term coherence in priority setting outcomes, the Office will submit proposals for the Governing Body's consideration.

Recommendation 3

77. Ways to integrate SECTOR and BW should be explored in order to realize synergies and economies of scale.

Office response

78. The Office will explore ways to better integrate SECTOR and BW, mindful of BW's management structure as an ILO–International Finance Corporation partnership.

Recommendation 4

79. A recently concluded gender audit suggested that more attention to gender equality may positively affect the gender mainstreaming performance of SECTOR. The evaluation team supports this recommendation.

Office response

- 80.** The gender audit referred to in the evaluation found that greater attention to gender equality in the Governing Body's priority setting for SECTOR's work could positively affect the Department's performance in this area. This recommendation will be highlighted during the advisory body discussions on the 2014–15 SAP, to ensure it is given due attention for the next biennium.

Recommendation 5

- 81.** As a way of getting its work out into the field, SECTOR and the International Training Centre (TURIN) should continue to collaborate on sectoral meetings, and in particular those that take place in the regions.

Office response

- 82.** SECTOR and the International Training Centre in Turin (Turin Centre) have recently agreed on priority areas of collaboration, including in the preparation, holding and follow-up to sectoral meetings, in particular in relation to training. The Turin Centre will also participate in the development and promotion of sectoral tools.

Recommendation 6

- 83.** In order to integrate the sectoral work of the various units that contribute to outcome 13, where and when appropriate, the ILO should consider a sector-based approach to DWCPs.

Office response

- 84.** The evaluators note that the failure of many DWCPs to address issues in specific sectors may represent lost opportunities to respond effectively to the real decent work challenges in different countries. To address this problem SECTOR will explore ways to be more actively involved in providing inputs for the next generation of DWCPs. Furthermore the Office will pursue options to train selected officials in field offices to provide a greater sectoral focus when DWCPs are being formulated.

Recommendations 7 and 8

- 85. Recommendation 7:** The ILO should continue to seek a balance between the increasingly sector-specific perspectives required by the constituents and the cross-sectoral orientation of many ILO technical departments.
- 86. Recommendation 8:** The P&B results framework for measuring the contribution to sector-specific decent work should be reviewed with the aim of promoting collaboration among departments contributing to decent work at sectoral level and reducing competition.

Office response

- 87.** The evaluators rightly note that the sectoral approach to decent work should be Office-wide, rather than centred in only one department. The Office agrees that a broader and more integrated application of sectoral approaches is more likely to achieve decent work objectives at sectoral and macroeconomic levels. Involvement of other technical units should extend to sectoral meetings, sector-specific research and the promotion of sectoral standards and tools, all of which could contribute to results across several outcomes, not just outcome 13. The rapid changes in the world of work, in particular the increasing

importance of global supply chains, further underlines the need to reinforce the sectoral approach to decent work. In preparing the 2014–15 P&B, the Office has already taken a closer look at coordination of results across the 19 outcomes, and will reflect on how best to integrate the sectoral approach across the wider ILO work programme.

Recommendation 9

88. The Strategic Management Module should be reviewed to accommodate useful quantitative and qualitative monitoring information that appropriately values the cross-cutting nature of the ILO's sector-specific decent work.

Office response

89. The shortcomings identified in the Strategic Management Module relating to monitoring sector-specific decent work information have been brought to the attention of the Bureau of Programming and Management.

Recommendation 10

90. SECTOR should specifically define follow-up and clearly communicate how it will proceed following a sectoral meeting to improve the impact of its work.

Office response

91. To ensure systematic follow-up of conclusions and recommendations of sectoral meetings endorsed by the Governing Body, the Office proposes that these be mandated as recurrent, statutory work items. Where appropriate, responsibility for such follow-up should extend beyond SECTOR to other relevant units, including the Turin Centre.

Recommendation 11

92. The difficulties of valuing its sectoral work that is, by and large, normative in nature, may require the ILO to undertake research and development into methods that would allow this work to be appropriately valued in the UN development system of the future.

Office response

93. The Office will ascertain what can be done to enhance wider comprehension of the value of sectoral work, in consultation with partners within the UN common system.

General Office response

94. The Office has taken careful note of the findings of the high-level evaluation and will take steps to address its recommendations. Two of its key observations and recommendations – that SECTOR responds to two parallel governance structures and that a sectoral approach to decent work should be more widely employed across the Office – had previously been identified as serious challenges.

Part III. Independent evaluation of the ILO's support to the Decent Work Country Programme for India (2007–12)

Introduction

- 95.** The central vision of India's 11th Five-Year Plan (2007–12) is to trigger a development process that ensures broad-based improvement in people's quality of life. Its main components are rapid growth to reduce poverty and create employment, access to essential services in health and education, equality of opportunity, empowerment through education and skills development, employment opportunities underpinned by the National Rural Employment Guarantee Scheme, environmental sustainability, recognition of women's agency, and good governance.
- 96.** The India Decent Work Country Programme 2007–12 is aligned with the priorities and approaches embodied in the 11th Five-Year Plan.
- 97.** This report presents the analysis, findings, and recommendations of the ILO's independent evaluation of the India DWCP 2007–12. The evaluation consisting of a desk review, an independent evaluation mission, key stakeholder consultations and interviews, was conducted from December 2011 to April 2012.

Evaluation criteria

- 98.** The independent evaluation was guided by five core criteria:
- (i) the relevance of the ILO's programme of support to the national development challenges and decent work priorities;
 - (ii) the coherence between the definition of a programmatic focus, the integration across ILO instruments used and coordination with other development actors;
 - (iii) the efficiency, measured in terms of administrative costs and timeliness of execution;
 - (iv) the effectiveness of interventions and the programme as a whole;
 - (v) the sustainability of programme and project achievements and impact of results.

Operational approach and evaluation findings

- 99.** The DWCP (2007–12) is a reflection of a programme that has evolved since the late 1990s. The past projects provided the basis for developing the existing three priorities and the four associated outcomes. New projects mainly extend the models to new locations. However, some of the new initiatives, such as policy support for employment and skills development, promotion of a social protection floor, and gender quality in the world of work (domestic workers), coincided with the launch of the DWCP (2007–12). The key findings of this evaluation are organized according to DWCP strategic priorities and outcomes.

A. Strategic Priority 1: Opportunities enhanced for productive work for women and men, particularly for youth and vulnerable groups, especially through skills development

Outcome 1: Decent and productive employment integrated into socio-economic policies through policy/action research

100. The Ministry of Labour and Employment (MOLE), workers' organizations and employers' organizations, have noted the technical contributions of the DWCP with appreciation. The ILO's contributions were evident in the drafting of the National Employment Policy (NEP) and the National Skills Development Policy (NDSP), which involved a highly inclusive and consultative process. The more salient outputs of the collaboration were knowledge products and the timely provision of national and international experts to conduct several sectoral studies and provide technical advice.⁵
101. While the NDSP was approved without delay, the draft NEP is still under discussion. There is an argument that the scope of the Policy is very broad, making consensus more challenging.
102. Although the ILO's efforts and contributions under outcome 1 are highly appreciated by national constituents, many of the activities could have been programmed more strategically. While this may have ensured results in a more efficient and effective manner, specific focus on sustainability would also have been required.
103. The overall performance of outcome 1 was found to be within the mid-range of *satisfactory* but its performance in terms of efficiency and sustainability were rated *unsatisfactory*.

Outcome 2: Comprehensive approaches developed to address decent and productive work in selected sectors and States, with emphasis on women workers

104. The ILO's support to the programme on the Skills Development Initiative (SDI) in selected clusters in India supported the Government's efforts to expand vocational training. The ILO facilitated the multi-stakeholder and consultative process and provided technical support in developing the curriculum. The evaluation found that the SDI programme with domestic workers helped the trainees to develop life skills, but not necessarily professional skills.
105. The Skills Development and Vocational Training for Tsunami-affected People Project (ILO-ICFTU/APRO-ICTU) helped tsunami-affected people in two coastal districts in southern India to rebuild their livelihoods, involving workers' organizations in the rehabilitation of informal economy workers as a disaster response mechanism.
106. The DWCP focused on social dialogue and workplace cooperation through the Factory Improvement Programme (FIP), which showcased effective ways to enhance the competitiveness of small and medium-sized enterprises (SMEs). The delivery of module 1 of the project Sustaining Competitive and Responsible Enterprises (SCORE) in India has led to early success at the cluster level, wherein 70 per cent of the enterprises have

⁵ This included the development of the National Vocational Qualification Framework, national labour market information systems, employment impact assessment, and new institutional arrangements for review of National Council for Vocational Training (NCVT).

witnessed a positive change in the level of employees' motivation and decision-making capability. However, there is no clear indication that the project outcomes will be sustainable.

- 107.** Most projects under this outcome have shown close coordination with workers' and employers' organizations. Coordination with other UN agencies, such as the United Nations Industrial Development Organization (UNIDO) (on SCORE) and the United Nations Development Programme (UNDP) on the "Mahatma Gandhi National Rural Employment Guarantee Act/Scheme (MGNREGA)", was evident.
- 108.** The overall performance of outcome 2 was on the low side of *satisfactory*, thus greater coherence and scaling up of pilot initiatives are needed.

B. Strategic Priority 2: Social protection progressively extended, particularly in the context of informalization

Outcome 3: Social protection policies/programmes formulated and progressively extended

- 109.** The ILO provided significant technical inputs in embedding the concept of a national social protection floor and social security at policy levels as well as in the upcoming United Nations Development Assistance Framework (UNDAF) 2013–17. The ILO advised constituents on ways to promote basic health insurance coverage under the Rashtriya Swasth Bhima Yojana (RSBY) (national health insurance scheme). In support of the formulation of social protection legislation and schemes for informal economy workers, the ILO provided technical inputs in preparation of a comprehensive report on social security and for the formulation of a National Occupational Safety, Health and Environment Policy (2009). The ILO partnered with workers' organizations to develop strategies to formalize and organize informal economy workers to facilitate their access to welfare funds.
- 110.** The ILO supported the strengthening of the national policy framework for HIV/AIDS in the world of work and the capacities of the MOLE, employers' organizations, workers' organizations, and public and private companies, and supported research on the economic impact of HIV/AIDS. These activities contributed to the formulation of a HIV/AIDS policy by public sector units covering 143 workplaces across India.
- 111.** Challenges encountered in implementing this outcome included resource constraints and the lack of an occupational safety and health (OSH) sector specialist to support and follow up on the national policy and expand efforts to informal sectors. The impact and effectiveness of public–private partnership models reaching out to informal workers is not clear, and a plan of action is required.
- 112.** The performance of outcome 3 was mostly *satisfactory*.

C. Strategic Priority 3: Unacceptable forms of work progressively eliminated

Outcome 4: Strengthened policy framework for elimination of unacceptable forms of work

- 113.** The ILO has been implementing the "Converging against child labour: Support for India's model" project in ten districts in five states since 2008. This project aims to assist these

states in designing and implementing policies and time-bound activities by improving convergence with existing national schemes, programmes and structures.

114. Prior to this project, the ILO implemented the Indo–US project on “Preventing and eliminating child labour in identified hazardous sectors” (INDUS) in 21 districts in five states from 2005–09. The Working Group on Child Labour for the 11th Five-Year Plan recognized the INDUS for its effective multi-stakeholder participation, and for its introduction of the concept of a state action plan for the elimination of child labour (ECL).
115. Other accomplishments included the development of a manual on the formation and support to self-help groups and the formation of a State Resource Centre on Child Labour, which had contributed to a decline in the incidence of child labourers. These were some of the key outcomes of the ILO–IPEC Karnataka Child Labour Project (KCLP) and the Andhra Pradesh state-based project for the Elimination of Child Labour in Andhra Pradesh (APSBP).
116. Some of the challenges experienced in the abovementioned ECL projects are linked to the limited sustainability and replicability of the outputs. These observations were also reflected in the independent evaluations of the APSBP and KCLP.
117. With respect to bonded labour, the ILO played an active role at the policy and the operational level. Its involvement dates back to 2001 and the subregional project “Promoting the prevention and elimination of bonded labour in South Asia” (PEBLISA) in the states of Andhra Pradesh, Orissa and Tamil Nadu. As part of an inter-ministerial task force, the ILO reviewed the Bonded Labour System Abolition Act, and presented a new concept note for the next phase of PEBLISA in 2007, resulting in the “Reducing vulnerability to bondage in India” (RVBI) project, implemented in Tamil Nadu since 2008. The project led to acceptance of the convergence approach amongst tripartite constituents, which paved the way for the replication of this approach in four Indian states.
118. Notwithstanding these accomplishments, the analysis concluded that in order to effectively address the debt bondage issue, future ILO interventions should take a comprehensive approach to facilitate systemic changes such as access to credit in addition to linking workers to existing welfare schemes. Other constraints faced by RVBI include limited human resources and irregular fund flows. While an impressive existing legal and institutional framework has considerably contributed to the elimination of manual scavenging in many states, the overall picture is of mixed results.
119. The performance of outcome 4 was found to be *satisfactory*.

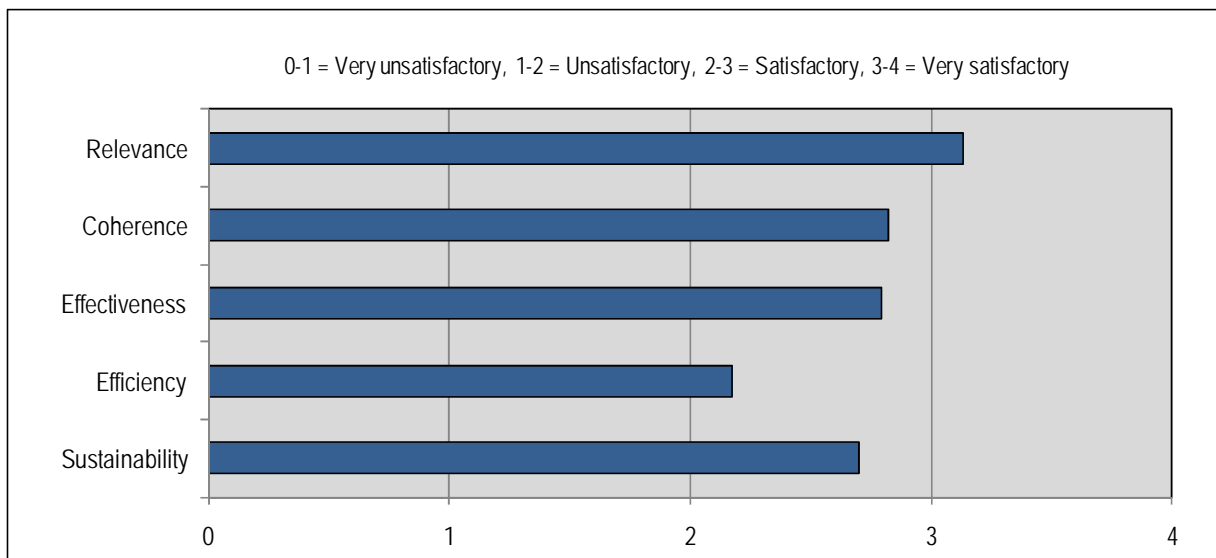
Gender equality

120. The ILO made strategic contributions towards the promotion of gender equality in the world of work in India. These included creating and sharing the evidence base for informed policy formulation and programme implementation; supporting the development of enabling institutional mechanisms to promote gender equality; and facilitating advocacy dialogue relating to gender issues among key stakeholders, especially in relation to the ILO’s Equal Remuneration Convention, 1951 (No. 100), and India’s Equal Remuneration Act (ERA). The ILO also conducted a joint study with MOLE on maternity protection, which provided recommendations for enhancing the scope of maternity benefits to informal sector workers.

Overall performance

121. The overall rating of the India DWCP falls at the higher end of Satisfactory, despite the lower rating assigned to efficiency (figure 2).

Figure 2. Overall India DWCP score



122. The evaluation found the DWCP to be highly relevant to the Government of India's development strategies and programmes, and to UNDAF. It is also well aligned with the ILO's strategic objectives and P&B outcomes.

123. The ILO contributed towards integrating decent work elements into national policies. The ILO is recognized as a relevant and capable technical resource agency, capable of strengthening the capacity of social partners, and its efforts created the environment for the ratification of the Minimum Age Convention 1973 (No. 138), the Worst Forms of Child Labour Convention, 1999 (No. 182), the Protection of the Right to Organise Convention, 1948 (No. 87), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98).

124. Despite the modest amount of assistance provided with relatively limited resources, projects have been effective in achieving their development objectives. Successes were found in promoting ECL, reducing vulnerabilities to bondage, promoting the rights of people living with HIV (PLHIV) in the world of work, skills development, and capacity building of implementing partners.

125. With respect to efficiency, the geographical coverage of the DWCP is wide and dispersed posing challenges to programme management and cost efficiency. Most of the projects started late and were affected by delays in fund disbursements.

126. An overall finding was the need for greater attention to sustainability strategies for ILO interventions, especially with respect to the replicability of pilot initiatives and the transfer of ownership to national constituents.

Lessons learned and recommendations

- 127.** Based on the findings described above, the evaluation team offers below a set of lessons learned and recommendations for consideration in the development of the new India DWCP. These lessons and recommendations are presented under three broad categories.

Strategic issues

- 128.** Lessons learned with respect to relevance were: (1) the DWCP as a programme framework enhances the relevance and ownership of ILO activities in the country; and (2) the context analysis, while aligned to national priorities, should take into account the challenges and opportunities with regard to all four pillars of the Decent Work Agenda.
- 129.** Lessons learned with respect to coherence were: (1) the DWCP helps the ILO Decent Work Team for South Asia and Country Office for India (DWT/CO–New Delhi) to focus on normative work. The DWT/CO–New Delhi needs to increase its decent work advocacy efforts and outreach in collaboration with Government, other tripartite constituents and social partners; and (2) coherence and synergy of the ILO’s activities with national priorities, legislation, government programmes, and other social partners’ activities helps to increase impact and sustainability.

Recommendation 1

- 130.** The next India DWCP should continue prioritizing promotion of the Decent Work Agenda in the informal sector. The focus on excluded groups, i.e. workers from the schedule caste/schedule tribe (SC/ST) community, women workers, PLHIV and migrants, within the informal economy should be considered a key component of this priority to ensure promotion of pro-poor and inclusive growth.

Office response

- 131.** The Office agrees that the informal sector should be a priority for the next DWCP. This has already been taken into consideration in the new draft programme.

Recommendation 2

- 132.** The next DWCP should consider developing a more focused and comprehensive approach to furthering the Decent Work Agenda at state level. This would involve participation of national and state tripartite constituents in the design phase to ensure consensus. Considering the country’s size, the ILO should consider selecting a few States aligned with UNDAF (2013–17) for this purpose, based on a gap assessment of prevailing decent work conditions.

Office response

- 133.** The Office agrees with the recommendation that the DWCP should be tightly focused and aligned with national priorities. Testing of the SPF in two UNDAF States as part of UNDAF outcome 1 will aim at balancing policy and programmes at both central and state levels.

Recommendation 3

- 134.** The ILO should build upon its past convergence experience with the Government, especially given the changed economic status of India and the availability of financial

resources. This may include sharing human and financial resources with tripartite constituents, especially the Government and employers' organizations.

Office response

- 135.** The Office notes the suggested priority areas, such as fundamental principles and rights at work, youth employment, skills development, development of sustainable enterprises, social protection floor, informal economy, and will explore new partnership modalities including with national constituents and the private sector, given India's emerging status as a donor country.

Recommendation 4

- 136.** The DWT/CO–New Delhi should continue to engage in knowledge sharing and management to promote South–South cooperation and strengthen research and training capacities to further the Decent Work Agenda in the South Asia subregion.

Office response

- 137.** The DWT/CO–New Delhi will embark on a dialogue with the Secretariat of the South Asian Association for Regional Cooperation for exploring collaboration on labour and employment issues at a subregional level and will provide technical assistance and facilitation services to the Government in its efforts to implement the ILO–India–Brazil–South Africa (IBSA) Declaration of Intent.

Programming issues

- 138.** One lesson learned in the area of effectiveness was that demand-driven products and services are more likely to achieve results, transfer ownership and attain higher sustainability.
- 139.** With regard to efficiency, the lessons learned are (i) the identification of risks and mitigation strategies are key in increasing efficiency; and (ii) the division of labour and internal/external communication strategies have an impact on organizational effectiveness and implementation efficiency.

Recommendations 5–8

- 140. Recommendation 5:** The DWT/CO–New Delhi should pay greater attention to enhancing staff capacities in the application of the ILO's results-based management principles and practices throughout the programme and project cycle.
- 141. Recommendation 6:** Field-level pilot/implementation projects should be programmed to include well-defined replication and sustainability strategies. Overall, the ILO in India should look at such projects as a means of action to complement the upstream policy and advisory inputs.
- 142. Recommendation 7:** While MOLE is the main counterpart central ministry for the DWT/CO–New Delhi, the ILO needs to engage proactively with other central ministries.
- 143. Recommendation 8:** The DWT/CO–New Delhi should be more engaged in the design, management, and technical backstopping of global and regional projects. This would contribute to more effective and efficient delivery and better alignment with the India DWCP.

Office response

- 144.** The Office is fully committed to pursuing further technical training for its middle-level staff on the design and implementation of the DWCP. The application of results-based management across departments is key for more effective performance of the DWCP. Equally important is the provision of adequate human resources for a complex ILO Office in Delhi to enable more timely and efficient DWCPs.
- 145.** In this regard, the Office will look into the development of management tools to facilitate the monitoring of the DWCP. The Office will implement the results-based management approach, in particular for workers' and employers' organizations (recommendation 5).
- 146.** The Office will pay greater attention to sustainability and replication strategies at the design stage of all new projects, including a clear logical framework and risk assumption assessment, regardless of funding sources (recommendations 6–7).
- 147.** The Office and the constituents will undertake SWOT (strengths, weaknesses, opportunities and threats) analysis and establish linkages with the tripartite constituents' priorities, based on their strengths.
- 148.** The Office welcomes recommendation 8 to further expand collaboration with other central-level ministries, in consultation with MOLE.

Operational issues

- 149.** An overall lesson learned is that the DWCP document should be developed as a strategy document and should contain the interconnectedness of the results at different levels of the results framework. It should also spell out the roles of tripartite constituents and development partners in achieving the outcomes.

Recommendation 9

- 150.** Strengthen the Programming Unit of the DWT/CO–New Delhi. The focus should be on project supervision and implementation support, monitoring and evaluation, and follow-up on supervision and mid-term review decisions.

Office response

- 151.** The Office will address this issue with more results-based management training, rotation of duties and reorganization to obtain a more effective programming unit.

Recommendation 10

- 152.** There is scope for improving the efficiency of the India DWCP means of action (e.g. projects, advisory services, etc.). The DWT/CO–New Delhi could consider measures to improve the start-up time of approved projects, streamlining fund flows, planning, review and documentation of its initiatives.

Office response

- 153.** The Office takes note of the need to continue improving the efficiency and effectiveness, especially in the timely start-up of technical cooperation projects and the recruitment of staff to support the DWCPs. It looks forward to close cooperation between and among the different technical and administration units at headquarters and the Regional Office for Asia and the Pacific to reach this goal.

Recommendation 11

- 154.** Building on the leading role that the DWT/CO–New Delhi played in the design of UNDAF (2013–17), the ILO should consider improving its communication and coordination strategies to ensure greater coherence and synergies with UN agencies and other development partners working on similar mandates, while maintaining focus on core mandates of the ILO.

Office response

- 155.** The platform for greater coherence and synergies between the UN agencies has been put in place in 2011 with a new UNDAF. The ILO's agenda has been firmly positioned as part of a joint outcome on inclusive growth. Operationalizing this outcome will give the ILO Office in Delhi an opportunity to work more closely with other UN agencies and to enable further activities at state level on the promotion of decent work at that level.

General Office response

- 156.** The Office acknowledges the conclusions and recommendations of this independent evaluation. The Office would like to thank the MOLE, the workers' and employers' organizations and the state governments for their participation and strong commitment to this collective undertaking. The recommendations will assist greatly in improving the design, planning and implementation of the next DWCP (2013–17) in India and in other countries of the region.
- 157.** The Office appreciates the positive findings in the areas of relevance and effectiveness. It also appreciates that areas of improvement have been clearly identified, which will require additional attention in the next DWCP.

Tripartite constituents' response

- 158.** The tripartite constituents have noted the findings and recommendations made by the evaluation team and encourage the DWT/CO–New Delhi to make use of the findings and recommendations in the formulation of the next DWCP. The constituents also recognize that despite the resource constraints of the DWT/CO–New Delhi, significant efforts were made to respond to constituents' requests for technical support in a timely manner. Likewise, the tripartite partners wish to commend the evaluation team for the timeliness and usefulness of the evaluation findings and recommendations. The findings generated a rich and fruitful tripartite discussion on the potential focus areas for the next DWCP for India (2013–17) and brought forward the importance of sharing the ILO's expertise and technical services.
- 159.** The tripartite group was of the view that the DWCP should be focused, aligned with national priorities and a true reflection of ILO policies. In this regard, the constituents endorse recommendations 1–3 and underline the importance of taking forward the proposed action plan of the Committee for the Recurrent Discussion on Fundamental Principles and Rights of the 101st Session of the Conference. The ratification of the ILO core Conventions on child labour (Convention Nos 138 and 182) and technical support for early ratification of Conventions Nos 87 and 98 should be an important area of activity in the next DWCP. Social partners agree that the programme should focus on decent employment generation, enterprise development and sustainability, youth employment, skills development and entrepreneurship development.

- 160.** As suggested within this group of recommendations, issues of informal sector, furthering formalization and, in particular, organizing informal workers needs to be taken up. Strengthening of various elements of nationally determined social protection floors should continue to be a priority. Similarly, OSH is an area that demands much greater attention. Implementation of labour laws at the ground level and making the enforcement machinery effective with the active involvement of the states remains one of the biggest challenges. Strengthening the capacities of social partners will play an important role in the attainment of these objectives. Continued focus on gender equality as a cross-cutting issue is essential. In order to address the abovementioned issues, prioritization of activities and resources while enhancing synergies and convergence with tripartite constituents' expertise and resources would be necessary.
- 161.** Constituents also endorsed recommendation 4 calling for the promotion of South–South cooperation and knowledge management for South Asia. Constituents encourage ILO–New Delhi to assume a more proactive role in ensuring proper anchoring and relevance of ILO global and regional initiatives to the India context. Constituents encourage greater innovation and value added by the ILO to national programmes.
- 162.** The tripartite members fully endorsed recommendations 5–8 regarding programming issues and encouraged the DWT/CO–New Delhi to pay greater attention to the application of results-based management principles in its programming cycle, while engaging national tripartite constituents in the formulation, monitoring and implementation of the next DWCP. This would require greater participation of tripartite constituents as also reflected in the current DWCP guidelines. The pilot initiatives should also involve national constituents, thus seeking greater synergies.
- 163.** Finally, the tripartite constituents subscribe to the intent of recommendations 9–11 regarding operational issues. Recognizing the excellent technical contributions of ILO and the limited resources, the constituents encourage careful consideration of existing resources and re-prioritization of their use to ensure the effective and efficient accomplishment of the priority focus areas listed above.
- 164.** The tripartite partners felt that the critical bottleneck for optimal attainment of DWCP results is the scarcity of resources allocated to the DWT/CO–New Delhi, which are not commensurate with the size of the Indian workforce both in terms of funds and technical manpower. This would be all the more relevant in the next DWCP when there are plans to reach out to the informal economy which includes 94 per cent of the Indian workforce. The tripartite partners felt that just 2.5 per cent of the fund allocation to one sixth of the global workforce residing in India is highly disproportionate and needs to be scaled up at least six times. Similarly, the technical manpower needs to be proportionally scaled up.

Original signed by:

A.C. Pandey, Joint Secretary Ministry of Labour and Employment, Government of India

Mr R.A. Mital, National Secretary, Hind Mazdoor Sabha (workers)

Mr B.P. Pant, Secretary, Council of Indian Employers

Draft decision

- 165.** *The Governing Body requests the Director-General to take into consideration the findings, recommendations and lessons learned from the three independent evaluations presented in this summary and ensure their implementation.*