



ILO EVALUATION

Monitoring and Assessing Progress on Decent Work: Final Independent Evaluation (Volume 1: Report; Volume 2: Country reports)

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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Unit.

¹ plus two non-Project countries (Armenia, Cameroon)



***MONITORING AND ASSESSING PROGRESS ON DECENT
WORK***

INT/07/15/EEC

FINAL INDEPENDENT EVALUATION

VOLUME I

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This report describes in detail the final evaluation of the “Monitoring and Assessing Progress on Decent Work” (MAP) Project. Rafael Muñoz Sevilla (team leader), David McCormick; Nayra Bello and Juan Manuel Santomé, independent evaluators, conducted the evaluation on behalf of Factor Desarrollo and in collaboration with the project team and stakeholders. The evaluators would like to express sincere thanks to all parties involved in this evaluation for their support and valuable contributions.

LIST OF ACRONYMS

- AFRISTAT** Observatoire économique et statistique d'Afrique subsaharienne
- AGS** Advisory Group on Statistics
- ASEAN** Association of Southeast Asian Nations
- ANIPES** National Association of the Planning, Research and Statistics Institutions
- BAPPENAS** National Planning Agency
- BBS** Bangladesh Bureau of Statistics
- BEF** Bangladesh Employers' Federation
- BLES** Bureau of Labor and Employment Statistics
- BMET** Bureau of Manpower, Employment and Training
- BPS** Badan Pusat Statistik - Statistical Office of Indonesia
- BTEB** Bangladesh Technical Education Board
- CARD** Council for Agricultural and Rural Development
- CEACR** Committee of Experts on the Application of Conventions and Recommendations
- CCTU** Cambodia Confederation of Trade Unions
- CIS** Commonwealth of Independent States
- CNETD** National Conference of Employment and Decent Labour
- CNTPE** Consejo Nacional de Trabajo y Promoción del Empleo
- CSES** Cambodia Socio-Economic Survey
- CPI** Consumer Price Index
- CUT** Central Única dos Trabalhadores
- DIEESE** Inter-Union Department of Statistics and Socioeconomic Studies
- DIFE** Department of Inspection for Factories and Establishments
- DTE** Directorate of Technical Education
- DW** Decent Work
- DWA** Decent Work Agenda
- DWCP** Decent Work Country Programme
- DWI** Decent Work Indicators
- EC** European Commission
- ECLAC** Economic Commission for Latin America

EU European Union

EUROSTAT Statistical Office of European Communities

GB Governing Body

GDP Gross Domestic Product

GIZ Germany Development Agency

IBGE Brazilian Institute of Geography and Statistics

ICLS International Conference of Labour Statisticians

ILO International Labour Organization

INEI Instituto Nacional de Estadística e Informática

IOS-CUT Instituto Observatório Social - Central Única dos Trabalhadores

IPEC International Programme for the Elimination of Child labour

LFI Legal Framework Indicators

LFS Labour Force Survey

LFS-NCLS Labour Force and National Child Labour Survey

M&E Monitoring and Evaluation

MAP Monitoring and Assessing Progress on Decent Work

MDG Millennium Development Goals

MERCOSUR Mercado Común del Sur

MOF Ministry of Finance

MoL Ministry of Labour

MOLE Ministry of Labour and Employment

MOMT Ministry of Manpower and Transmigration

MTE Ministry of Labour and Employment

NCCWE National Coordination Committee for Workers Education

NGOs Non-governmental Organisations

NIS National Institute of Statistics

NSDP National Strategic Development Plan

NSO National Statistical Offices

OMTM Mercosur Observatory on Labour

ONEF National Observatory for Employment and Training

OSH Occupational Safety and Health



PNAD National Household Sample Survey

PO Programme Officer

RECAP Strengthening the capacity to devise and analyse decent work indicators

ROA Regional Officer for Asia

ROM Results Oriented Monitoring

SIMPOC Statistical Information and Monitoring Programme on Child Labour

SADC Southern African Development Community

SAARC Asian Association for Regional Cooperation

SDA Statistical Development and Analysis

SIPD Integrated System of Household Surveys

SSSU State Statistics Service of Ukraine

UNDP United Nations Development Programme

UNDAF United Nations Development Assistance Framework

UNICEF United Nations Children's Fund

US\$ United States Dollar

USD United States Dollar

WEAMU West African Economic and Monetary Union

EXECUTIVE SUMMARY

Background and Project Description

Decent work is defined as productive work in conditions of freedom, equity, security and human dignity and is a widely shared goal. This was reflected in 2008 when the Millennium Development Goals (MDG) were expanded with the addition of a new target to “achieve full and productive employment and decent work for all including women and young people”, with five indicators.

Many developing and transition countries were developing decent work strategies to complement or supplement their poverty reduction strategies prior to the start of the ILO-EC project “Monitoring and Assessing Progress on Decent Work” (MAP). Promoting Decent Work has been a principal objective of the International Labour Organization (ILO) since 1999 and has been consistently highlighted in European Union (EU) and European Commission (EC) policy statements. It was therefore essential to develop means for monitoring it, and particularly for countries to be able to monitor it for themselves. Hitherto most monitoring of employment issues lacked the “decent” element, concentrating mainly on quantitative employment data. An integrated view including qualitative factors was needed, not only to provide a measure of progress, but also to enable policy making to be based on appropriate information. Against this background, the 2008 *ILO Declaration on Social Justice for a Fair Globalization* details that Member States may consider “the establishment of appropriate indicators or statistics, if necessary with the assistance of the ILO, to monitor and evaluate the progress made”.

The MAP Project became the means to pilot test a new framework on measuring decent work (in parallel with other initiatives and funding) and the project was financed by the EC under the *Investing in People (2007-13)* Thematic Programme. It responded to Pillar 4 “Other aspects of human and social development”, particularly in terms of the advancement of employment, decent work and social cohesion in EC partner countries. It was implemented by the ILO’s Policy Integration Department (INTEGRATION) in close collaboration with the Department of Statistics (STATISTICS) and other technical units; regional, sub-regional and country offices; and the ILO’s International Training Centre (ITC) in Turin. It became part of larger programming at both country and ILO levels.

The early conceptualisation of the MAP project was based on discussions of the ILO Governing Body on the measurement of decent work on several occasions. Discussion papers were prepared for meetings of experts at national and regional workshops and consultations were held by the ILO with its tripartite constituents (governments and employers’ and workers’ organizations). This process was started well prior to project formulation. It provided the framework for the subsequent design of the project, including: appropriate guidance on the main principles and methodology; the use of statistical and legal framework indicators of decent work; the development of Decent Work Country Profiles; a clear and precise definition of Decent Work that underpins the project rationale; and the integration of the ILO’s four strategic objectives contained in the Decent Work Agenda. The likelihood of a joint ILO–

European Commission (EC) project on “monitoring and assessing progress on decent work in developing countries” was highlighted.

Subsequent to the *Tripartite Meeting of Experts on the Measurement of Decent Work (September 2008)*, a proposal for the measurement of Decent Work was prepared by the ILO in October 2008 and discussed at the Governing Body meetings in 2008 and 2009.

The MAP project was implemented during five years (02.2009 to 12.2013). It worked with government agencies, national statistical offices, workers’ and employers’ organisations and research institutions to strengthen the capacity of developing and transition countries to self-monitor and self-assess progress towards decent work. *Decent Work Country Profiles* were the principal products used to monitor and assess progress toward decent work at the national and sometimes sub-national level. Profiles covered ten thematic areas of decent work. The project covered countries in all major regions including: Africa (Niger and Zambia); Asia (Bangladesh, Cambodia, Indonesia and the Philippines); Europe (Ukraine); and Latin America (Brazil and Peru). Through the regional activities, the global methodology for monitoring and assessing progress toward decent work developed by the project was disseminated beyond the project countries, thus extending its global reach.

Evaluation Methodology

The final independent evaluation was conducted to analyze the efficiency, effectiveness, relevance, impact and sustainability of the project and to examine whether the project achieved its stated objectives, produced the desired outputs, and the extent to which it realized the proposed outcomes. The evaluation was also to identify strengths and weaknesses in the project design, strategy, and management as well as lessons learned with recommendations for the ILO’s considerations for future technical cooperation and other country-level work related to measuring progress on decent work. The evaluators reviewed project documents, developed data collection instruments, and interviewed representatives from the ILO, the EC, and national stakeholders located in all MAP countries and in two non-MAP countries. A total of 120 stakeholders were interviewed, of which 45 were women.

Findings and Conclusions

The findings and conclusions address the key questions listed in the terms of reference and are presented according to the major evaluation categories: relevance; project design; effectiveness; efficiency; project management; impact and sustainability. Key lessons learned have also been included in this section.

Relevance

The MAP project clearly reflected one essential part of the ILO’s overall Decent Work (DW) mission. The Decent Work objective is shared by both the ILO and the European Union (EU).

The MAP Project's objectives, strategies and methodologies proved relevant to address the challenges identified by the ILO and its constituents regarding the promotion and measurement of Decent Work. However, although the project generated a large degree of ownership among workers' organizations and officials at the Ministries of Labour and National Statistical Offices (NSO), in several countries the political establishment and employers' organizations were not fully committed to measuring decent work. Their involvement with the project also varied from country to country. It was relatively high in Brazil, Indonesia, the Philippines, and Ukraine and low in Peru and Cambodia.

The project remained highly relevant during implementation and remains relevant after the completion of MAP. The vast majority of national partners interviewed during the evaluation stressed the ongoing need for capacity building and strongly requested further technical (and financial) support to consolidate achievements to date.

Project design

The Project Document was developed through a long process of consultation and negotiation between ILO Headquarters (ILO-HQ) and the services of the European Commission. The early conceptualisation of the programme, including consultation by the ILO with its tripartite constituents, comprised a substantial and thorough level of intellectual input into the process of project formulation and provided a sound and informed input for the methodology to be used for measuring and assessing progress on Decent Work.

The evaluators found that the project design followed a top-down approach. ILO regional and country offices as well as national stakeholders were not adequately consulted on the design of the project. The Logical Framework contained a number of weaknesses, despite a revised and improved version in 2010 following the EC's Results Oriented Monitoring (ROM) evaluation. Regarding gender issues, the project document ("Contribution Agreement") was surprisingly "gender blind". Although there was a cursory mention of the need for the collection of sex-disaggregated statistics, there were no references to the importance of promoting gender balance in the project's numerous activities, including participatory workshops. The revised Logframe completely lacked a gender lens. This said, the project logic was sound and both the strategy (proposed interventions at the country-region-global levels) and intervention methodology (development of DWI-templates, data collection and analysis, elaboration of country profiles, and global methodology) logically addressed the needs identified by the ILO and its constituents.

Effectiveness

Primary and secondary data gathered by the evaluators showed that all activities planned at the Global, Regional and National levels were carried out satisfactorily and produced high quality products. The project largely achieved the expected outputs and outcomes. In general terms, National Partners improved and *increased their capacities regarding all aspects of*

Decent Work (specific Objective), despite the absence of an enabling environment in some countries. In countries where the initial situation was less favourable, the MAP project had to engage in promoting the principles of decent work before engaging in the actual project activities.

Regarding MAP's contribution to the ILO Programme and Budget (P&B) 2012-2013 Outcome 19, the Project achieved significant added value in terms of raising awareness. With regard to ownership there were considerable variations between countries and the different groups of stakeholders. Generally speaking there was limited ownership at the political level in countries such as Cambodia and Peru, whilst in countries such as Brazil, Indonesia, the Philippines, Ukraine and Zambia there is a growing sense of ownership by constituents. The project strongly contributed to placing Decent Work issues and measurement in the Social and Economic Agendas of most "pilot" countries.

Efficiency

All project activities were carried out to a high standard and delivered in a timely manner. The immediate outputs were achieved in all countries, except Peru. Technical standards were very high at all levels (National, Regional and Global) and all of the ILO offices and experts (HQ, Regional and National Offices) were fully engaged. The relationship between the financial resources invested and the results obtained was satisfactory and the Project delivered good "value for money".

Project Management

There were negative factors for implementation, including inadequate provision of human resources to manage and coordinate the MAP Project and burdensome administrative ILO-EC requirements. Despite these constraints, project management at ILO HQ, Regional Offices and Country Offices managed to achieve the intended outputs through a commendable level of dedication and professionalism. Flexibility allowed for necessary adjustments to project implementation. All planned activities were delivered on time² and the evaluators conclude that the project was managed in a satisfactory manner.

Impact

The MAP Project generated substantial impact at:

- i) the Global level through pilot testing of the Framework for Decent Work Indicators; production of manuals and databases; adoption of decent work indicators;

² During the Draft Evaluation report revision process, the EC informed that "Global project outputs were delivered at the very end of the project and with limited time for revision within the project duration, more specifically the manual on the "global methodology to self-monitor and self-assess progress towards decent work" (for which the EC has not received a draft before the final reporting) and to a lesser extent EC toolkit for mainstreaming decent work in development cooperation.

mainstreaming of decent work in the international community; international workshops leading to a better global understanding of the objectives and methodology of MAP, dissemination of information, presentation of case studies and exchanges of best practice, and discussions regarding the future of the measurement of decent work;

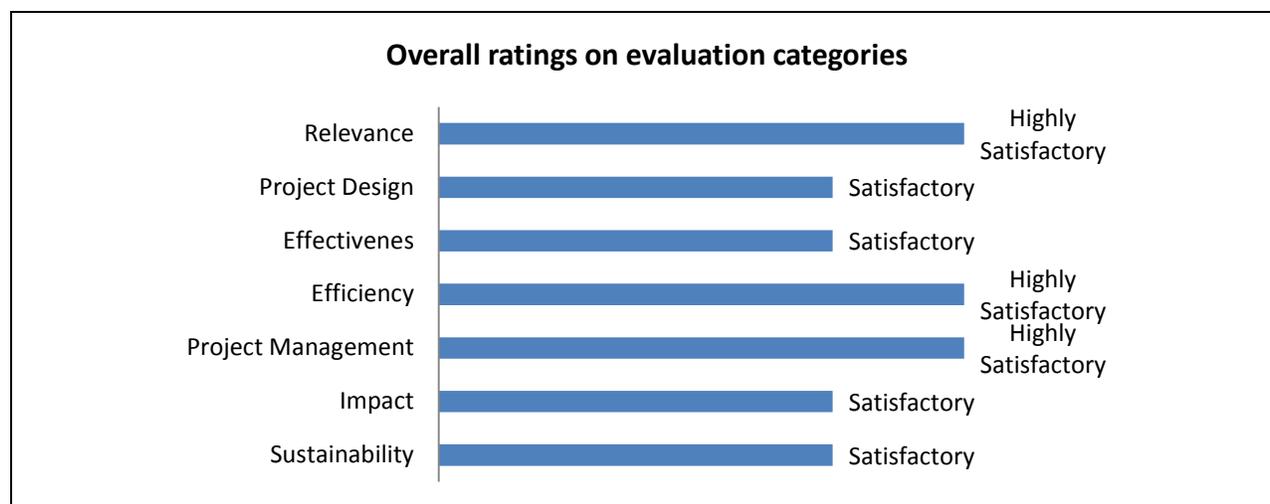
- ii) the Regional level through awareness raising and technical training to a large number of participants from MAP and non-MAP countries and coordination with regional organizations;
- iii) and the Country Level through a better understanding of the Decent Work Agenda and implementation of its measurement; greater awareness of workers' and employers' needs; improvement of the *enabling environment through advocacy and other measures*; improvement of technical capacities of national partners; improvement of national statistics and strengthened national capacities (to different extents) to self-monitor and self-assess progress towards decent work. The MAP project also contributed a significant added value relative to social dialogue in the countries.

Sustainability

Globally, the basis for sustainability was established to a large extent through high quality technical capacity building; awareness raising; stakeholder support for the principles of Decent Work, including among policy-making bodies in some of the countries; positive changes to legislation; and the strengthening of a Decent Work "community" at national, regional and global levels.

The main constraints to sustainability are insufficient national resources in low-income countries and the absence of a fully conducive enabling environment in some countries, including lack of complete ownership by the political establishment.

In most countries the continuation of a programme to measure and monitor decent work will greatly depend on national budget allocations, and staff resources. It is likely that further external financial support will be necessary in most of the low-income countries, although there is less need in middle-income countries such as Indonesia or Brazil. In countries such as these further assistance (technical collaboration from the ILO and financial resources) needs to be targeted.



Lessons Learned

- Specific factors proved to be crucial for creating an enabling environment for the successful implementation of the MAP Project in the pilot countries, including:
 - The context and the status of the economies of the MAP countries, including the ability to adequately fund MAP activities and improve the capacity of institutions: In this regard Brazil, for example, has made significantly greater progress than most countries because of its greater economic and institutional strength.
 - The situation of pilot countries at the beginning of the project with regard to decent work statistics, which varied greatly: Accordingly the pace of implementation and the outputs produced were different from country to country – for example in the Philippines progress was swift as national statistical capacity was at a high level prior to the start of implementation (thanks to a previous ILO project on labour market and statistics). The strengthening of capacity and depth of the support to National Statistical Offices varied among the different pilot countries under the project.
 - The level of stakeholders' participation: The ILO involved and worked closely with the key stakeholders and institutions in all countries, however the degree of participation was constrained by various factors such as resource constraints – for example in Zambia the degree of follow-up of workers organisations after project implementation was limited.
 - The degree of political commitment, which varied: In Brazil, the process is very well advanced given the high national capacities and political commitment. In Peru, statistical capacities are high, but the process has been slowed down by the absence of tripartite consensus.

- The overall cooperative environment. In some countries which favoured MAP's implementation and catalyzed its results the cooperative environment was satisfactory. In other countries the initial enabling environment was less favourable. This was the case for instance in Bangladesh and Cambodia, where the concept of the tripartite approach took some time to establish.
- The consensus building tripartite process used by MAP was an important factor in its success. Tripartite consultations were used to identify an agreed set of decent work indicators and to approve drafts of Decent Work Country Profiles, and have: (a) helped build national ownership of the decent work indicators as well as the Profiles (to varying degrees); (b) helped increase interest and advocacy of decent work; (c) helped provide a detailed check of the Profiles; and (d) provided a fact-based basis for social dialogue.
- Availability of staff was one key aspect of project performance. Countries in which designated MAP project personnel were fully available (for example in Brazil), or where there was strong support to countries from ILO regional offices were able to implement the project more efficiently than those countries in which the ILO focal points were given the MAP responsibility in addition to other duties. To some extent the work overload existed in most of the MAP countries.
- Flexibility to adapt the budget and the activities is essential to address varying country needs and to support project implementation. Significant changes³ required long and complicated administrative processes. This made it difficult to adapt the original project concept to local situations and needs.
- Building on existing ILO experience, programmes and resources (departments, experts, Regional and National Offices) and collaboration and coordination with them were proven to be essential to successful implementation. The high level of collaboration and coordination was a key element of achieving impact and making MAP models viable.

Recommendations⁴

Recommendation 1: Maintaining support to national efforts in promoting the monitoring and assessment of progress on Decent Work in current "MAP Countries" and to extend the activities to additional countries where assistance is requested and beneficial. Further development of a programme to measure and monitor decent work is recommended.

³ The EC informed that project activities reallocations were conducted within the 15% margin foreseen in article 9.2 of the General Conditions and only subject to notification to the EC (and appropriate justification). The position of the EC in this regard has always been to accept any changes that were justified because of the reality and needs of the specific context of pilot countries.

⁴ The full recommendations are presented in Chapter 5, p.60

Recommendation 2: A greater degree of anchoring in the countries is required. This involves taking into account the specific contexts and needs of countries in order to fine tune the interventions.

Recommendation 3: The ILO should have an integrated policy on DW Country Profile production and analysis of progress made towards DW, focused on the needs of the constituents. It should tap into the knowledge and expertise of the constituents, fully integrate existing knowledge and experience in the Country Offices, Regional Offices as well as in HQ and other development partners to deliver a high quality, integrated and coherent product.

Recommendation 4: Monitoring and assessing progress on Decent Work should be integrated in a single ILO programme, with independence of funding arrangements of its actions at the different levels.

Recommendation 5: The ILO and the EC should collaborate in mainstreaming Decent Work into the national and international policy framework.

Recommendation 6: The ILO should reinforce the alignment and linkages made between various ILO country level studies and the development of the DWCP/UNDAF.

Recommendation 7: It may be useful for countries to update Country Profiles on a regular basis according to data availability and make them useful to policy makers with wide dissemination. Country Profiles could be fully updated on a biennial basis and published and disseminated electronically.

Recommendation 8: Decent Work indicators and country profiles may be developed at various levels: local, provincial, regional, where appropriate. The added value of producing such profiles is significant.

Recommendation 9: The ILO could assist countries to regularly and voluntarily report on progress towards decent work, especially within the DW Country Programme cycle. This will provide tripartite partners with accurate information and will have the added advantage of maintaining and improving decent work statistical and legal framework information systems.

1. PROJECT DESCRIPTION AND BACKGROUND

1.1. Context and rationale for the project

Decent work is defined as productive work in conditions of freedom, equity, security and human dignity and is a widely shared goal. This was reflected in 2008 when the Millennium Development Goals (MDG) were expanded by the addition of a new target to “achieve full and productive employment and decent work for all including women and young people”, with five indicators.

Many developing and transitional countries were developing decent work strategies to complement or supplement their poverty reduction strategies prior to the start of MAP. Reducing Decent Work deficits in ILO member countries has been a principal goal of the ILO since 1999 and has been consistently highlighted in EU and EC policy statements. It was therefore essential to develop means for monitoring it, and particularly for countries to be able to monitor it for themselves. Hitherto most monitoring of employment issues lacked the “decent” element, concentrating mainly on quantitative employment data. An integrated view including qualitative factors was needed, not only to provide a measure of progress, but also to enable policy making to be based on appropriate information. Against this background, the 2008 *ILO Declaration on Social Justice for a Fair Globalization* details that member States may consider “the establishment of appropriate indicators or statistics, if necessary with the assistance of the ILO, to monitor and evaluate the progress made”. In the past, countries had repeatedly called for ILO technical cooperation to support their efforts to monitor and assess progress towards decent work.

The European Consensus on Development indicated that “the EU will contribute to strengthening the social dimensions of globalization, promoting employment and decent work for all” and that “the Community will promote decent work for all in line with the ILO agenda”. Various communications also highlighted that the EC support for decent work is a means to promote European values and a European model of development which combines economic competitiveness and social justice.

Before the Monitoring and Assessing Progress on Decent Work (MAP) Project no comprehensive methodology had been developed or tested. The ILO had piloted potential individual indicators of Decent Work (DW) in several countries and held a meeting of experts in September 2008 in which 18 “main decent work indicators” were identified along with a number of “additional indicators” and “candidates for future inclusion”. The ILO identified the need to operationalise Decent Work Indicators (DWI); to select a set of core indicators; to develop data collection methodologies as well as data management methodologies and skills; and to use the information, through Decent Work Country Profiles, for policy analysis and formulation.

The MAP project became the means by which to pilot test methodology (in parallel with other initiatives and funding) and the project was financed by the EC under the *Investing in People (2007-13)* Thematic Programme, where it responded to pillar 4 (Other aspects of human and social development), particularly in terms of the advancement of employment, decent work and social cohesion in EC partner countries. It was implemented by the ILO's Policy Integration Department (INTEGRATION) in close collaboration with the Department of Statistics (STATISTICS) and other technical units; regional, sub-regional and country offices; and the ILO's International Training Centre (ITC) in Turin. It became part of larger programming both at the country and regional levels.

1.2. Project description

1.2.1. Monitoring and Assessing Progress on Decent Work (MAP)

The project "Monitoring and Assessing Progress on Decent Work (MAP)" was implemented during five years (02.2009 to 12.2013). It worked with government agencies, national statistical offices, workers' and employers' organisations and research institutions to strengthen the capacity of developing and transition countries to self-monitor and self-assess progress towards decent work.

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

Decent Work Country Profiles are the principal products used to monitor and assess progress toward decent work at the national, and sometimes sub-national, level. Profiles cover ten thematic areas of decent work: 1.) Employment opportunities; 2.) Adequate earnings and productive work; 3.) Decent hours; 4.) Combining work, family and personal life; 5.) Work that should be abolished (i.e. child labour and forced labour); 6.) Stability and security of work; 7.) Equal opportunity and treatment in employment; 8.) Safe work environment; 9.) Social security; and 10.) Social dialogue and workers' and employers' representation.

For each thematic area, a profile includes *a set of statistical and legal framework indicators* – the former to provide a quantitative baseline and means to track progress, and the latter to provide contextual background to the legal and policy environment affecting decent work. Producers are requested to collect statistics that are disaggregated by sex, ethnic origin and age wherever possible. In addition, each profile contains a

chapter on the social and economic context for decent work, comprising a set of mostly macroeconomic indicators.

1.2.2. Project objectives and results

The overall objective of the MAP project was to contribute to social justice and poverty reduction in developing and transition countries.

- **The specific objective** was to strengthen national partners' capacity to self-monitor and self-assess progress towards decent work.

The indicator for the specific objective at the national level was the following: track progress of decent work objectives included in the National Development Plan (NDP) and other national policies, as well as the DWCP. The DWIs identified as priority indicators for the country were to be used to develop future decent work strategies.

- **Outcome 1:** *Decent work indicators are identified in consultation with government and national partners and statistics are produced and analysed in line with national decent work strategies and ILO Decent Work Country Programmes.*

Indicators: Decent work indicators are identified by national partners, statistics on decent work are collected, and decent work indicators are compiled (processed and tabulated). Decent work indicators are used for national assessment on progress towards decent work (DW Country Profile), and the main results of the national study are used in policy analysis, especially for the DWCP design and monitoring (baseline and target indicators).

- **Outcome 2:** *Government, social partners (employers' and workers' representatives) and other stakeholders are more aware of the dimensions and the level of decent work in the country, their capacity to carry out research related to decent work has improved, and ownership of the concept of decent work has increased.*

Indicators: National partners have been trained on decent work indicators, social dialogue and policy recommendations have been publicized in the national media.

- **Outcome 3:** *Governments and stakeholders in countries that are not among the pilot countries in the MAP project, have the capacity to initiate their own work on the monitoring and assessment of progress towards DW*

Indicators: All interested parties (EC, ILO, international organizations) and constituent/stakeholders are aware of and have access to the global methodology and relevant material

1.2.3. Geographical scope

The project covered countries in all major regions including: Africa: Two countries - Niger and Zambia; Asia: Four countries - Bangladesh, Cambodia, Indonesia and Philippines; Europe: –Ukraine; Latin America: Two countries -Brazil and Peru

Moreover, through the regional activities, the global methodology for monitoring and assessing progress toward decent work developed by the project were disseminated beyond the project countries.

2. EVALUATION PURPOSE AND METHODOLOGY

2.1. Evaluation Purpose

The final independent evaluation was conducted to examine the efficiency, effectiveness, relevance, impact and sustainability of the project, whether the project achieved its stated objectives and the desired outputs, and the extent to which it realized the proposed outcomes. It was also to identify strengths and weaknesses in the project design, strategy, and management as well as lessons learned with recommendations for the ILO's consideration in future technical cooperation and other country-level work related to measuring progress on decent work.

In broad terms the five **evaluation criteria**, address the following:

1. **The effectiveness** of individual country interventions, and of the project as a whole;
2. **The efficiency** of the project, measured both in terms of administrative costs and timeliness of execution;
3. **The relevance** of the project in supporting development challenges identified in the project document, ILO-EC Contribution Agreement, and the national development priorities of the countries in which it was implemented;
4. **The impact** of interventions at global and country-level on policies, practices, capacities, etc.
5. **The sustainability** of results and the project's contribution to: (a) the institutional development and organizational capacities of national partners (i.e. tripartite constituents) and (b) national level policymaking and development planning processes.

2.2. Evaluation Scope

The evaluation covered all aspects of project implementation and included both desk-review and in-country assessments. It covered the core areas of overall project design and implementation; individual project components implemented in participating countries; ILO procedures and working methods in the context of the ILO's results-based management framework to which the project contributes; and evidence of results achieved and the sustainability of these results.

Five selected countries (Brazil, Zambia, Ukraine, Cambodia and Indonesia) among the nine MAP project countries were visited by the evaluation team. In addition, national

stakeholders in the four remaining MAP countries – Niger, Peru, Bangladesh and the Philippines were interviewed remotely using telephone, Skype and other electronic means.

Two non-project countries (Cameroon, Armenia) were visited in order for the evaluation team to observe similar initiatives undertaken within the broader context of the ILO's programme on measuring decent work (i.e. coordinated and funded by the ILO and not the MAP project).

The scope of the independent final evaluation included all project activities from the start of the project *in all of the project countries*, with particular focus on the progress since the midterm review.

The evaluation looked at the project as a whole and focused on the project within the broader context, both nationally and regionally/globally.

2.3. Evaluation methodology

2.3.1. Evaluation Questions addressed in the findings section of the report

The evaluation is based on a number of evaluation questions, grouped around major evaluation categories, identified through a desk review of documents and an initial mission to the ILO Headquarters (ILO-HQ) during which key stakeholders were asked about the main aspects and issues to address through the evaluation:

Project Design

- What processes led to the project identification?
- What are the strengths and weaknesses of the project's formulation: Location and country selection; Identification of needs in the target regions and countries; and Identification of target groups and beneficiaries?
- To what extent was the project's design logical and coherent?

Relevance

- To what extent was the project pertinent in supporting ILO and EC policies and strategies?
- Was the project consistent with the needs of the key stakeholders?
- Did the project remain relevant to MAP countries during implementation?

Effectiveness

- What are the results obtained so far by the project activities?
- To what extent has the specific objective been achieved, or can be expected to be achieved?

More specifically, the key questions addressed in order to establish the level of effectiveness of the project are:

- Have Decent Work Indicators (DWI) been identified by national partners?
 - Are statistics on Decent Work (DW) collected?
 - Are Decent Work indicators compiled, processed and tabulated?
 - Are Decent Work indicators used for national assessment on progress towards decent work?
 - Are the main results of the national study used in policy analysis, especially for the Decent Work Country Programme (DWCP) design and monitoring (baseline and target indicators)?
 - Have social dialogue and policy recommendations been publicized in the national media (scope of the event, media tools).
 - Has tracking of progress of decent work objectives been included in the National Development Plans and other national policies?
 - Are the DWCP, and the DWIs identified as priority indicators for the country used to develop (future) decent work strategies?
 - Are all interested parties (EC, ILO, international organizations) and constituent/stakeholders aware of and have access to the global methodology and relevant material?
- To what extent has the project contributed to the Programme and Budget (P&B) 2012-2013 outcome¹⁹: “Member States place an integrated approach to decent work at the heart of their economic and social policies, supported by key UN and other multilateral agencies”.

Efficiency

- Were the activities implemented efficiently and the outputs delivered in a timely manner?
- What was the standard (including the quality, quantity and timing) of the technical assistance, training and other project outputs at the national, regional and global levels?
- Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve outcomes?
- Have resources been used efficiently?

Project management and implementation

- Was the project adequately staffed given its complex and global nature? Were appropriately qualified and experienced staff recruited to implement the project and contribute to planned project outputs?
- Has the project established suitable procedures and mechanisms to follow-up and report on the project’s implementation
- How capable was management (ILO -Geneva, Countries, Regional Offices; EC – Brussels; MAP Project Coordinators; Employers’ and Workers’ Organizations;

Ministries of Labour; National Statistical Offices –NSO- (or equivalent); other government agencies; other in-country implementing partners; others?

- How effective were the administrative mechanisms put in place to manage national and overall project activities? Have the administrative procedures supported the project's implementation?

Impact

- The extent to which Governments, social partners (employers and workers representatives) and other stakeholders are more aware of the dimensions and the level of DW in the countries/regions.
- The extent to which the dissemination of information and awareness raising on DW has improved in pilot and non-pilot countries and regions.
- The extent to which social dialogue has been strengthened.
- The extent to which the National/regional capacities on collecting and analysing decent work indicators have been improved.
- The extent to which the National/regional capacities to carry out research related to DW has increased.
- The extent to which the decent work agenda, activities and processes have been taken up and integrated into national and regional/global strategies and policies.
- The extent to which institutional coordination has been improved with all stakeholders involved.
- The extent to which the National/regional strategies and policies have been improved to take into account aspects of decent work (salaries, security, safety, health etc)
- The extent to which the ownership of the concept of DW has increased.
- The extent to which key parties involved such as, national governments, other institutions and potential donors are committed (e.g. through policy and budgetary support) in contributing towards Decent Work monitoring sustainability.

Sustainability

- What is the likelihood of the continuation of benefits from the project after it has been completed, in other words the probability of continued MAP long-term benefits?

The key issues considered are the following:

- Financial

Specifically: the respective regional and country (financial) commitments to sustain the MAP project objectives.

- Institutional

- Level of National institutional development
- Degree of local ownership
- Improvements introduced by the project to improve processes and procedures
- Improvements to capacity development in all respects (organisational, staff skills, etc.)

- Organisational capacities of national partners (i.e. tripartite constituents)
- Inter-agency cooperation
- Policy
 - Degree of agreement on the project purpose.
 - Capacity enhancement of national level policy making and development planning processes
 - Policy Support - the extent to which the programme and its project components have been supported in the recipient countries
 - Design and implementation of improved legislation.
 - Support from relevant organisations (technical, political, business etc.).
 - Willingness to provide resources (financial and personnel)
 - Dissemination of information and awareness raising has improved
- ILO's technical competence, capacity and commitment to further support MAP.

Each evaluation category was rated according to performance criteria, the ratings consisting of:

- Highly satisfactory: in compliance with the expected results and with high standards of performance.
- Satisfactory: generally in compliance with the expected results
- Partially Satisfactory: partly in compliance with expected results, but with weaknesses in some areas
- Unsatisfactory: not in compliance with expected results.

2.3.2. Methods and Techniques

The selection of methods and techniques was established in order to assure relevant data collection, acquire the evidence needed to best answer the evaluation questions and identify the most appropriate analysis to generate useful findings and address the evaluation criteria.

To strengthen the credibility and usefulness of evaluation results, to ensure data accuracy and facilitate its interpretation the evaluation used a mix of data sources collected through multiple methods and techniques. This use of mixed methods and data from various sources or “triangulation” facilitated the ability of the evaluators to overcome the bias that comes from single information sources, the use of single methods or single observations.

Evaluation methods and techniques included the collection of both primary and secondary data. Primary data consisted of information the evaluators observed or collected directly from stakeholders about their first-hand experience with the intervention. This data was

collected through, meetings, focus group discussions, and interviews that involved direct contact with the respondents. It facilitated a deeper understanding of the project, the project's results and the observed changes and the factors that contributed to change. Collection of data through interviews or focus groups was carried out in a confidential manner.

Secondary data is documentary evidence that has direct relevance for the purpose of the evaluation and that has been produced by the ILO, individuals, agencies and organisations.

Evaluation methods and techniques included:

2.3.2.1. Comprehensive document review

The review included narrative and financial plans and reports, the monitoring and Evaluation (M&E) framework and datasets, the Mid-Term Review report, EC Monitoring reports, project/country baseline and research data and reports); the Decent Work Agenda, Decent Work Country Programme reports; Decent Work Indicators; etc. (See Annex 2 for a detailed list of documents reviewed).

2.3.2.2. Interviews

Interviews with key stakeholder's were carried out (See Annex 1 for a detailed list of key stakeholders interviewed) representing:

- ILO (Geneva, Countries, Regional Offices)
- EC (Countries, Brussels)
- MAP project CTA
- MAP Project Coordinators
- Employers' and Workers' Organizations
- Ministries of Labour
- National Statistical Offices (or equivalent)
- Other government agencies
- Other in-countries implementing partners
- Others

Where project countries were not visited by the evaluators in person, alternative arrangements were made to interview and gauge feedback from ILO focal points and other relevant stakeholders (i.e. phone and Skype interviews, emails, and the like).

2.3.2.3. Tripartite focus groups

Tripartite focus groups were conducted in several visited countries to jointly examine and contrast the main aspects of the evaluation and at the same time, validate conclusions and recommendations in a consensual manner. The presence of the different actors



involved in participatory evaluation workshops, ensured that the internal or subjective perspective of each of the parties emerged during the workshops, to be shared and reflected in the final findings and recommendations of the evaluation. In all, 125 stakeholders participated in the evaluation. Of these 45 were women.

3. EVALUATION FINDINGS

The findings are based on the review of key project documents and interviews conducted during the fieldwork phase. The findings address the key evaluation questions and are presented according to the major evaluation categories: relevance, project design, effectiveness, efficiency, project management, impact and sustainability.

3.1. Relevance

In this section the evaluators examine to what extent the project was pertinent in supporting ILO and EC policies and strategies; its consistency with the needs of key stakeholders; and its current relevance.

The MAP project clearly reflects one essential part of ILO's overall DW mission; the overall Decent Work objective is shared by both the International Labour Organization and the European Union. The MAP Project proved relevant to address the challenges identified by the ILO and its constituents regarding the promotion and measurement of Decent Work. The project remained highly relevant during implementation and remains relevant after the completion of MAP. National Partners expressed the need for further support to consolidate achievements reached so far. **Overall rating: Highly Satisfactory**

3.1.1. Project's relevance in supporting ILO and EC policies and strategies.

Overall, the evaluation found that the project had a very high relevance in supporting ILO and EC policies and strategies.

Decent work is a joint objective of the ILO and the EU. Since 1999 the promotion of decent work, defined as “productive work in conditions of freedom, equity, security and human dignity”, has become objective a principal objective of the ILO. The *2008 ILO Declaration on Social Justice and a Fair Globalization* reaffirmed the commitment of Member States to promote decent work based on the four equally important strategic objectives, namely promoting employment, developing and enhancing measures of social protection (social security and labour protection), promoting social dialogue and tripartism, and respecting, promoting and realizing the fundamental principles and rights at work. Gender equality and non-discrimination were incorporated as cross-cutting objectives.

The objective of decent work has been consistently highlighted in EC and EU policy statements. The *European Consensus on Development* indicated that “the EU will contribute to strengthening the social dimensions of globalization, promoting employment and decent work for all” and that “the Community will promote decent work for all in line with the International Labour Organization agenda”.

A Memorandum of Understanding (MOU) was signed to establish a strategic partnership between the ILO and the Commission of the EU in the field of development in 2009. Through the partnership the Commission and the ILO worked towards reducing poverty and achieving the Millennium Development Goals (MDG), together with the Decent Work Agenda. Areas of cooperation at regional and country level in an evolving framework and partnership included (among others): Core Labour Standards; Social Dialogue; Poverty reduction and employment.

The EC INVESTING IN PEOPLE (2007-2013) programme established a financing instrument to promote a broad-based approach to development. In the fourth pillar (“Other aspects of human and social development”), the programme’s first component aimed at “promoting social cohesion, employment and decent work”. The programme also stated that “many of the activities should be implemented in partnership with the ILO and/or other appropriate partners”.

The MAP project was in line with the *Investing in People* objective of “concentrating on developing methods to monitor and assess progress on employment, decent work and social cohesion in EC’s partner countries, identifying good practice and supporting a global policy dialogue between governments, social partners and other relevant stakeholders operating in this area”. The project also responded to the overall programmes’ objective to support “supplementary action designed to underpin country and regional programmes” and to “support and shape the policy agenda for global initiatives of direct benefit to the EC’s partner countries”.

It is clear that the EU is committed to the Decent Work Agenda and that ILO’s and EU’s philosophy is shared.

3.1.2. Project’s Consistency with the Needs of Key Stakeholders

According to the primary and secondary data gathered, the evaluation concluded that the MAP Project proved its relevance to address the problems and needs identified by the ILO and its constituents.

The review of project documents showed that in years prior to the project’s final conceptualisation, countries repeatedly called for ILO technical cooperation to support their efforts to monitor and assess progress towards decent work. *The 2008 ILO Declaration on Social Justice for a Fair Globalization* recommended that Member States may consider “the establishment of appropriate indicators or statistics, if necessary with the assistance of the ILO, to monitor and evaluate the progress made”. Likewise, the *Tripartite Meeting of Experts on the Measurement of Decent Work* was mandated to provide detailed advice on the viability of monitoring options, and to provide guidance on the various possible ways of measuring the dimensions of Decent Work.

One of the other key considerations in MAP's conceptualization was the need to have a clear goal that reflected the needs of constituents as well as country circumstances. In this respect, most stakeholders interviewed by the evaluators highly appreciated the ILO's role in assisting countries to assess progress at national level towards Decent Work (against a set of indicators that were agreed by the Constituents). Furthermore, the project's selection criteria clearly established that there must be a demand for technical collaboration from the countries.

The evaluators understand that MAP's large geographic coverage prevented a thorough needs assessment for each country. As a result, the project conducted *ex-post* needs assessments and defined interventions in each country to adapt the respective actions to the actual national contexts and needs.

Overall, the evaluation found that the project generated a large degree of ownership among ILO constituents (especially workers' organizations and Ministries of Labour) and National Statistical Offices (NSO) officials, but in several cases the political establishment (political representatives, policy makers and decision makers), and the organizations were not fully committed to Measuring Decent Work; although their level of involvement with the project varied from country to country, i.e. it was relatively higher in Brazil, Indonesia, Niger, the Philippines and Ukraine than in Peru and Cambodia, where stakeholders did not demonstrate much political will to engage with the project.

The following table analyzes the relevance of the project regarding the needs of key stakeholders in each country. The rating column classifies each country according to the following four categories:

- **Very High:** Monitoring and Assessing Progress towards Decent Work (DW) is supported by national stakeholders and is a priority for policy makers.
- **High:** Monitoring and Assessing Progress towards DW is supported by national stakeholders and it is partially a priority for policy makers
- **Medium:** Monitoring and Assessing Progress towards DW is supported by some national stakeholders and is partially a priority for policy makers
- **Low:** Monitoring and Assessing Progress towards DW is supported by some national stakeholders, but is not a priority for policy makers

Table 1. MAP relevance by country		
Country	Rating	Remarks
Bangladesh	Very High	The relevance of MAP in Bangladesh is high. The country's policymakers are positively disposed to and supportive of ILO's Decent Work Agenda
Brazil	Very High	The MAP project in Brazil is very relevant according to the current national context and DW related policies and measures and the ILO strategies and programmes at country level
Cambodia	High	The MAP project remains totally relevant with many labour market issues still to be resolved with an ongoing need to monitor progress. The full commitment of policy makers is required to ensure continuation of progress and funding and staffing issues is a constraint
Indonesia	High	The MAP project met the needs and priorities of Indonesia and the approach was appropriate. The project remains highly relevant in measuring changes on all aspects of DW. However convincing ownership of the MAP project processes and outputs by policy makers has still not been achieved
Niger	High	The MAP strategy, methodology and overall approach were appropriate to the needs and priorities of Niger. However, ownership is still lacking with high level authorities
Peru	Low	Monitoring Progress of Decent Work remains valid, nevertheless the strategic importance of the DW agenda is still not recognized, especially by employers' organizations and policy makers.
Philippines	Very High	The project has proved to be relevant. The level of maturity of the decent work agenda in general and efforts to measure progress towards decent work in particular are very high.
Ukraine	High	There is consensus among all national partners consulted in the evaluation about the need to advance towards Decent Work in Ukraine and monitor its progress. The Ministry of Labour, the NSO, Employers' and Worker's organizations have endorsed the project's relevance. The degree of ownership is less present among organizations and policy makers.
Zambia	High	Without doubt the MAP project is relevant and will remain particularly relevant in Zambia as the economy has a long way to go before reaching acceptable levels of per capita income and alleviation of poverty is a long term challenge. Full commitment of government policy making bodies is still not clear.
Overall	High	Overall, the project has proved to be relevant, however, in some countries the degree of commitment among policy makers (and sometimes among employers' organizations) is lacking

3.1.3. Current relevance in MAP Countries.

The project remained highly relevant during implementation due to: (1) The adaptation of the project instruments to meet regional and country specific needs (although there is still room for improvement); (2) the implementation of activities according to the schedule at country, regional and global levels; (3) the strengthening of capacity through project (ILO) support on country specific technical needs such as data collection (surveys, databases...) and data analysis; (4) dissemination of country results within regions and globally to achieve multiplier effects; (5) the development of a global methodology to assess and monitor progress on decent work at the national level; and (6) a high degree of efficiency in implementation

According to the primary and secondary data gathered by the evaluators, the project continues to be largely relevant. The MAP project clearly reflects one essential part of the ILO's mission and is also aligned with countries' needs. The DW measurement and the effort to monitor DW progress remain relevant and are fundamental in national contexts where the National Policies on Decent Work and Employment need to be formulated or strengthened over a period of time.

The vast majority of national partners interviewed during the evaluation stressed the relevance of the MAP Project, the ongoing need for capacity building and strongly requested further technical (and financial) support to consolidate achievements reached so far in relation to Decent Work promotion and measurement.

The following table analyzes the MAP project's current relevance summarizing the needs expressed by key stakeholders in each country. The rating column classifies each country according to the following four categories:

- **Very High:** Substantial technical and/or financial support is still needed to ensure effective monitoring and assessing progress on decent work.
- **High:** Strong technical and/or financial support is still needed to ensure effective monitoring and assessing progress on decent work.
- **Medium:** Medium technical and/or financial support is still needed to ensure monitoring and assessing progress on decent work.
- **Low:** Some technical and/or financial support is still needed to ensure effective monitoring and assessing progress on decent work.

Table 2. MAP's current relevance by country

Country	Rating	Remarks
Bangladesh	Medium	National partners still require technical and financial support from ILO and other potential donors, to fully develop the Bangladesh capabilities to monitor and assess progress towards Decent Work in a sustainable manner.e.g. reinforcing the collection and analysis of quantitative data in some critical areas of the DWI (i.e. earnings, underemployment, working poor, etc...); or by strengthening the reporting and collection system at the national level.
Brazil	Medium	Policy makers and implementation agencies technical capacities need to be strengthened in terms of policy analysis, formulation and monitoring and evaluation. Further progress is needed to consolidate DW agendas at sub-national level and also to develop qualitative DWI
Cambodia	High	Awareness raising and advocacy to increase ownership among policy makers is still needed. Ministry of Labour's further strengthening may be required, particularly with regard to analysis and report production. The Ministry administrative data base requires further strengthening in the future to become fully effective in supplying data particularly at sub national level. Specialist studies are required for a better understanding of relationships between indicators e.g. income and GDP; income and corporate profitability etc.
Indonesia	Medium	Awareness raising and advocacy to increase ownership among policy makers is still needed. Data analysis and report production requires further strengthening in MOMT in particular the technical capacity below national level. Administrative data base requires further strengthening. Specialist studies are required for a better understanding of relationships between indicators e.g. income and GDP; income and corporate profitability etc.
Niger	Very High	National partners still require technical and financial support from ILO and other potential donors, to fully develop the Niger capabilities to monitor and assess progress towards Decent Work in a sustainable manner.
Peru	High	Strong awareness raising and advocacy to increase ownership among policy makers is still needed. A comprehensive strategy is needed (agreed upon by constituents) on the implementation of a DW agenda in Peru, in which, eventually a strategy to monitor progress towards DW in the future will be included.
Philippines	Medium	Support to major statistical agencies needs to be continued through reviewing and including additional indicators as well as being process related to better capture the changing labour market and other dimensions of decent work. Additionally capacity-building is requested to better interact with policy-making, and enhance ownership of the process. Production of regional profiles is also required
Ukraine	High	Awareness raising and advocacy to increase ownership among policy makers is still needed. National partners still require technical and financial support from ILO and other potential donors, to improve data collection, disaggregation (child labour, disabilities, trade union participation, youth unemployment, etc.) and reliability; almost unanimously, national partners demand a deeper level of data analysis and recommendations. Production of regional/sectoral profiles is also required. Also ILO assistance is required by national partners to assist them in improving national legislation in compliance with international standards.
Zambia	Very High	Awareness raising and advocacy to increase ownership among policy makers is still needed. There is a need for the ILO to assist with the production of a second DWCP, including further strengthening of capacity. Regarding the Ministry of Labour further strengthening may be required, particularly with regard to analysis, report production and use of the data. The Ministry administrative data base requires further strengthening particularly at sub national level. Labour statistics and inter-agency cooperation needs improvement. In prior years data collection activities have been hampered by the lack of resources
Overall	High	In most countries National partners still require technical and financial support from ILO and other potential donors, to fully develop their capabilities to monitor and assess progress towards Decent Work. Awareness rising and advocacy to increase ownership among policy makers is still needed in the majority of countries.

3.2. Project design

In this section the evaluators analysed the process that led to the project identification; the quality of the project's formulation; and the internal coherence (internal logic and logframe).

The Project Document was developed through a long process of consultation and negotiation between ILO headquarters and the services of the European Commission. Consultation by the ILO with its tripartite constituents provided a sound and informed input for the methodology to be used for measuring and assessing progress on Decent Work. The project design followed a top-down approach (ILO regional and country offices as well as national stakeholders were not adequately consulted on the design of the project) and the Logical Framework contains a number of weaknesses. Nevertheless, the project logic is sound and both the strategy and intervention methodology logically address the needs identified by the ILO and its constituents. **Overall rating: Satisfactory**

3.2.1. Historical context and Steps in Project Identification

The concept of *Decent Work* was introduced in 1999, and since the launch of the Decent Work Agenda that same year, there was much debate on how it could be measured in practice. Prior to the preparation of the documentation for the project in 2008/9 the ILO had taken a series of steps that provided a sound and informed input for measuring and assessing progress on Decent Work and hence, the basis for the MAP Project formulation.

The early conceptualisation of the project was based on discussions by the ILO's Governing Body on the measurement of decent work on several occasions; discussion papers, meetings of experts, national and regional workshops and consultation by the ILO with its tripartite constituents (governments and employers' and workers' organizations).

The ILO had already: (i) developed 32 statistical indicators, which were immediately available at the country level (ii) carried out tests of some of the proposed indicators in pilot countries, which were useful in the design of labour force surveys for their collection; (iii) undertaken several thematic and regional compilations of statistics and statistical indicators for measuring dimensions of decent work; (iv) carried out pilot experiments in measuring some of the qualitative aspects of decent work; and (v) established a task team to consolidate the various proposals for relevant indicators into an integrated set.

Furthermore, the ILO collaborated with the United Nations Economic Commission for Europe (UNECE), Statistical Office of European Communities (EUROSTAT) and the European Foundation for the Improvement of Working and Living Conditions, as well as with Statistics Canada to develop measures of the quality of employment, which encompasses some of the dimensions of decent work.

This process provided the framework for the subsequent design of the project; appropriate guidance on the main principles and methodology on the use of statistical and legal framework indicators of decent work; as well as the development of National Decent Work Country Profiles; a clear and precise definition of Decent Work that underpins the project rationale; and the integration of ILO's four strategic objectives contained in the Decent Work Agenda.

A second major step forward in the process of defining principles and the technical content of monitoring was the preparation and dissemination of discussion papers to be discussed at a Tripartite Meeting of Experts (convened in September 2008). It was based on extensive prior research. It established the initial basic parameters of the Decent Work programme for discussion insofar as it suggested the indicators to be used (Decent Work Indicators) accompanied by explanations for their selection; and included methods for data collection; the concept of country profiles, which were intended to inform policy-making, the identification of trends; and identification of the data needed to facilitate subsequent use in policy analysis and development.

The Discussion paper was thorough and professional and provided a sound basis for the subsequent *Tripartite Meeting of Experts on the Measurement of Decent Work (September 2008)* to debate the contents and make suggestions for any amendments. Moreover it was itself informed by tests of some of the proposed indicators in pilot countries and pilot experiments in measuring some of the qualitative aspects of decent work. A task team was established coordinated by the Bureau of Statistics, to consolidate the various proposals for relevant indicators into an integrated set.

The Paper also highlighted the likelihood of a joint ILO–EC project on “monitoring and assessing progress on decent work in developing countries” to strengthen the capacity of EU Member States to improve the collection and analysis of statistics on decent work. Thus an entire framework for MAP was conceived including a definition of the suggested instruments to be used, accompanied by the concept of an integrated programme to measure Decent Work. Subsequent to the meeting of experts in October 2008 a revised proposal for the measurement of Decent Work was prepared by the ILO in October 2009.

3.2.2. Project formulation

The Project document was based on The European Community Contribution Agreement with an International organisation (DCI-HUM/2008/164-787) and was prepared according to the standard EC template for the Grant Application Form.

In this section, the analysis of the formulation of the project assesses the strengths and weaknesses of the location and country selection; the Identification of needs in the target regions and countries; and the Identification of target groups and beneficiaries.

3.2.2.1. Location and Country Selection

The project originally envisaged implementation in the following pilot countries: Low Income: Asia (Bangladesh, Vietnam); Africa (Niger, Zambia); Lower Middle Income: Asia (Indonesia); Americas (Peru); CIS and Central Asia (Ukraine); Upper Middle Income: Asia (Malaysia); Americas (Brazil); CIS and Central Asia (Russia).

It was noted that Pilot countries could be changed or increased on the basis of a joint agreement between the EC and the ILO and in fact this became necessary. During the lead up to the final design of the project there was consultation between the ILO and its constituents on country selection. Three criteria for the selection of pilot countries were clearly identified:

- The selected countries should represent the experience from all major developing and transition regions;
- Most importantly, there should be a demand for technical collaboration from the selected countries, and hence a potential for strong national ownership of the methodology for self-monitoring and self-assessing progress towards decent work;
- The project should include countries at different stages of development, including low income countries, lower middle income countries and upper middle income countries. Ideally, but not necessarily, the selected countries should have, or be in a process of developing, a country-owned decent work strategy or a “draft decent work country programme” (DWCP), which would provide the basis for monitoring progress towards decent work.⁵

The project originally intended to work in ten pilot countries. This selection was revised for several reasons and the project finally ended up working in nine countries: Bangladesh, Cambodia, Indonesia, Philippines, Brazil, Peru, Ukraine, Niger and Zambia.

3.2.2.2. Identification of needs in the target regions and countries

The needs and constraints were identified by the ILO and the target groups themselves over the long process described under section 1.1.: (i) improve the capacity of national statistical offices and research institutions in collecting and analysing decent work statistics, (ii) strengthen government, social partners and the wider stakeholders (civil society) to identify the appropriate decent work indicators and (iii) later, through social dialogue, formulate appropriate policy recommendations

Although the project design addressed the identified needs, it did not take into account specific country requests to be included in the project, and although prior documents

⁵European Community Contribution Agreement, p. 7.

alluded to consultations at national level, these did not occur to the extent needed at the project's design stage.

It should also be noted that the project document ("Contribution Agreement") was surprisingly "gender blind". While there was a cursory mention of the requirement for the collection of sex-disaggregated statistics, there were no references to promoting gender balance in the project's numerous activities, including among stakeholders and participants in its participatory workshops.

3.2.2.3. Identification of target groups and beneficiaries

The Project's focus was on activities in pilot countries, selected from different regions of the world. This was sensible and strategic as it reflected the global coverage of the project; focused effort and resources and allowed for testing before eventual or potential replication.

Target groups were clear and appropriate in broad terms (based on prior ILO work) and included: Government agencies, workers' organisations, employers' organisations, national statistical offices, and research institutions involved in data collection and analysis. Final beneficiaries included: All women and men engaged in the labour force, especially those without access to decent work and with earnings below the poverty line. This was in line with the poverty reduction strategies of the project

3.2.3. Internal coherence

This section analyzes issues related to the internal consistency of the logic of the project and assesses the strengths and weaknesses of the logical framework.

3.2.3.1. Internal Logic

The project logic is sound and both the strategy (proposed interventions at the country-region-global levels) and intervention methodology (development of DWI templates; data collection and analysis; elaboration of country profiles...) logically addressed the identified needs. Overall, there was a strong causal argument put forward between the project's main elements: Objectives, outcomes and activities.

A major weakness in the project design foresaw the same activities, outputs and outcomes for all pilot countries and regions, whereas the countries were identified according to their different levels of development and had different needs. The budget was allocated to the identified activities and countries in similar proportions (unit costs varied only from one country to another), with a high proportion allocated to data collection support (despite the fact that some middle-income countries required less support on data collection and more on data analysis and social dialogue building and linking to policy making). That led to a necessary revision of the budget allocation during

project implementation in various countries: for instance, more budget was allocated to data analysis and studies in Indonesia (provincial profiles, sectoral analysis of decent work indicators...) and less to data collection; in Brazil more budget was allocated to data analysis and the preparation of the second edition of the Profile, sub-regional tripartite meetings, and less budget allocated to data collection. The proportion of the budget allocated to each country was maintained, except for Peru (the allocated budget for Peru was not entirely spent and a part of it was used for regional meetings in Latin America).

3.2.3.2. Logical Framework

Originally the main elements of the project were articulated in two different Logframes, one for the national and the other for the regional/global level. Under an addendum to the Action⁶ (February 2012) between the EC and the ILO a new description of the action, and Logframe (Annex 3) were produced. The project timeframe was changed to 55 months from 48 months. The Logframe was consolidated and changed to show national and regional/ global levels in one single Logframe and to distinguish between MAP pilot countries and Non MAP countries.

The logical framework, although useful as an organizing principle and a basis for making explicit intended cause and effect linkages, was not a strong instrument for management and reporting:

- A complex intervention was formulated in a rather simple way, under a project structure (1 single specific objective) where perhaps a more complex development was required (a programme with several specific objectives and precise and detailed related results)
- The specific objective, results and outcomes although relevant, are imprecise and difficult to verify.
 - The final goal to be achieved, stated by the specific objective (*National partners strengthen their capacity to self-monitor and self-assess progress towards Decent Work.*) is defined in vague terms and no precise indicators were formulated to verify *how and to what degree* the project had actually *reinforced* some *undetermined capacities* of some *unclear target groups*(National Partners).
 - Outcomes were formulated in very broad and imprecise terms and they contained different and separate development dimensions: (i) *DWI are identified* **(and)** (ii) *statistics are produced* **(and)** (iii) *analysed* (Result 1); *government, social partners (workers organizations etc) (i) are more aware (...)* of DW in the country **(and)** (ii)

⁶(Addendum (2012) European Community Contribution Agreement with an International Organisation (DCI-HUM/2008/164-787

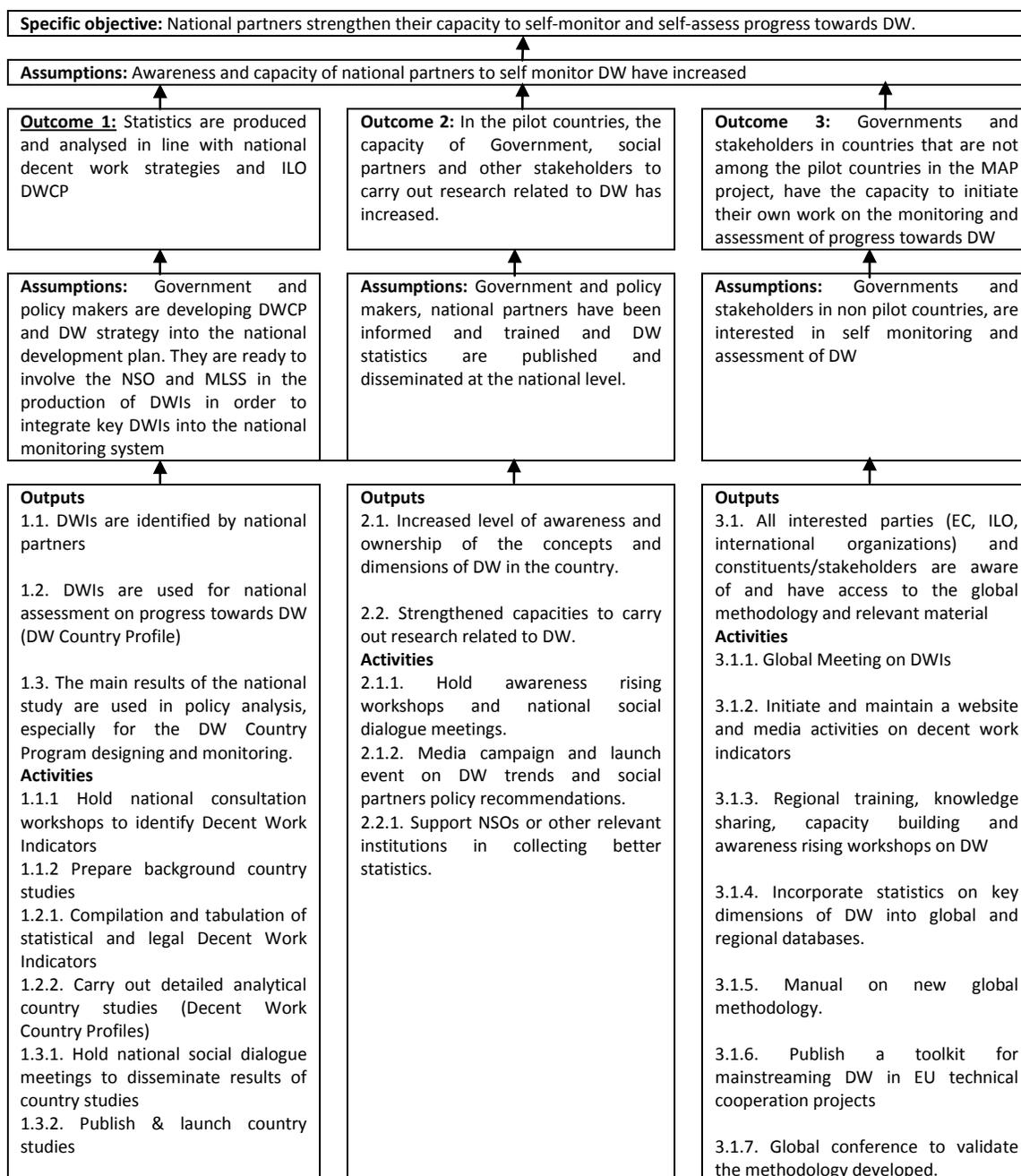
their *capacity* to carry out research related to DW has increased, **and** (iii) ownership of the concept of DW has increased (Result 2).

- Result 3, was only partly within the project reach as it had limited capacity to influence and produce outcomes in non-MAP countries. Having access to the Global Methodology (and other MAP materials and even training...) is *per se* insufficient to assume that countries will “*have the capacity to initiate their own work on the monitoring and assessment of progress towards DW*”
- Indicators were not really appropriate proxies for results in terms of capturing relevant changes; the alignment between indicators and results was weak (most indicators could be results, outcomes...); targets, beneficiaries and timelines were not precise; indicators were not SMART⁷; so they were not suitable to verify the achievement of results and concrete benefits that may occur.
- The outcomes reflected in the Logframe were actually the activities detailed in the project document. Outputs were not properly developed and aligned with outcomes. The logic lying behind the project design should have been that activities produce outputs and outputs produce the outcomes
- In some cases there is a certain degree of confusion between activities and outputs. The description of activities, however, is clear.
- The revised Logframe completely lacked a gender lens. References to the importance of collecting disaggregated statistics which appeared in the early version were no longer in evidence in the revision. The references to “appropriate people” with regard to training should have referred to “appropriate women and men”, for example.

⁷ SMART: Specific, Measurable, Attainable, Relevant and Time-bound

3.2.4. Results framework revised

The overall logic of the ILO’s intervention strategy to support National partners in strengthening their capacity to self-monitor and self-assess progress towards DW is illustrated below. This *result framework* was developed by the evaluators to better bring the logic, objectives, outcomes, outputs, activities and assumptions into focus and articulate a more logical model for the evaluation.



3.3. Effectiveness

This section examines the project's overall progress to date, as well as the effectiveness of the project implementation (execution of activities and output delivery). It also addresses the effectiveness of the MAP approach in strengthening the capacities of national partners to self-monitor and self-assess progress towards DW. Additionally, two Non-MAP Countries experiences were examined. Furthermore the section assesses to what extent the project has contributed to the ILO's Programme and Budget (P&B) 2012-2013 Outcome 19: "Member States place an integrated approach to decent work at the heart of their economic and social policies, supported by key UN and other multilateral agencies".

All activities were carried out satisfactorily and produced high quality outputs/products; the project largely achieved the expected outputs and outcomes. In general terms National partners improved and *increased their capacities regarding all aspects of Decent Work* (Specific Objective). The MAP project strongly contributed to placing Decent Work issues and measurement in the Social and Economic Agendas of most "pilot" countries.
Overall rating: Satisfactory

3.3.1. Achievement of Outcomes and Specific Objective

This section examines the progress made in achieving the Outcomes by verifying if the expected outputs were produced and if the related activities were duly implemented. It also analyzes how the outcomes contributed to the accomplishment of the specific objective. Under each outcome, a table synthesizes the progress made in each country. The rating column classifies the outcomes in each country according to the following four categories:

- **Highly satisfactory:** Outputs were largely achieved as expected
- **Satisfactory:** Outputs were generally achieved as expected
- **Partially Satisfactory:** Outputs were achieved but with weaknesses in some areas
- **Unsatisfactory:** Outputs were not achieved as expected

Outcome1. Statistics are produced and analysed in line with national decent work strategies and ILO DWCP

The MAP countries made significant progress in a relatively short period of time in identifying, compiling and collecting DW Indicators. DWIs were the major input of the Profiles and were used in analysing labour trends and legislation, and updating national statistics and legal frameworks. The main results of the Profiles were used to help in the discussion on Decent Work gaps or to review the background section of the DWCP and in some countries were used in policy analysis, especially for DWCP design and monitoring.

Overall rating: Highly satisfactory

Output 1.1. DWIs are identified by national partners

Based on Tripartite Consultation Workshops, taking National Background Studies as a reference, in all MAP Countries, national partners (Ministries of Labour, NSOs, workers organisations, employers' organizations) assisted by ILO technical specialists and external consultants, identified Decent Work Indicators that were relevant to national contexts.

Background Studies were prepared in Brazil, Ukraine, Zambia, Bangladesh, Indonesia, Niger, Peru, Zambia, and the Philippines, in order to provide an overview of existing survey instruments (such as labour force surveys, household surveys) as well as an overview of administrative databases, including relevant databases from ministries of labour and labour inspection services. They also helped identify ILO-EC support on data collection and analysis of decent work.

Output 1.2. DWIs are used for national assessment on progress towards DW (DW Country Profile)

Statistical and legal Decent Work Indicators were compiled and tabulated in all MAP Countries, and statistics on DW were collected without major problems at national level, although some countries experienced specific difficulties when it came to administrative sources where data aggregation and use was limited. Most countries had limited access to reliable regional/local level data related to Decent Work Indicators. In cases like Niger or Cambodia data availability was a major challenge due to a lack of regular surveys and dependency on donor funds (LFS were conducted in Cambodia and Niger with MAP project support to fill this gap).

Detailed analytical country studies in the form of Decent Work Country Profiles were prepared in all MAP countries and involved national partners (NSO, Ministries of Labour – MoL, national consultants from research institutes, social partners), at the various stages of Profile preparation and included: (i) the compilation of statistical indicators (from national surveys and administrative records), (ii) the compilation of legal framework indicators, (iii) analysis of the DWIs (trends and gaps) and writing the 11 chapters of the

profile, and (iv) validation of the main results of the studies and formulation of policy recommendations.

Some countries have gone further in the elaboration of Profiles. Special mention is made of: **Ukraine** where a third edition of the Country Profile (at the time the evaluator conducted the country visit) was being drafted by the Ministry of Social Policy, financed through national budget. **Indonesia** where in line with the policy of decentralisation and complementing the National Profile the MAP project produced three DW Provincial Profiles. **Brazil** published a second edition of the Profile in 2012 including a regional analysis for all 27 Brazilian states.

Output 1.3. *The main results of the national study are used in policy analysis, especially for the DW Country Program designing and monitoring.*

In all MAP countries (except Peru), Profiles were published and a media strategy was developed, in order to accompany the national level launches of the Profiles and to raise awareness both of the Decent Work Agenda and of the importance of measuring decent work.

Social dialogue meetings were organized to discuss and validate the national studies (Profiles) in all MAP countries. National Partners, the EU Delegations as well as relevant development agencies participated in these events.

The main results of the Country Profiles were used to help in the discussion on Decent Work gaps or to review the background section of the DWCP and in some countries were used in policy analysis, especially for the DWCP design and monitoring. According to the information gathered in **Bangladesh**, the Profile was used in policy analysis, especially for the design and monitoring of the 2nd DWCP (2012-2015). National stakeholders in **Cambodia** used the main results of the Profile for limited policy analysis, and the outputs were used as a reference in the Cambodia DWCP. In **Niger**, the stakeholders consulted emphasized the high value of the Profile, which enabled the development with the tripartite consensus of a DWCP. In **Ukraine** the Government, the tripartite stakeholders and the ILO defined the 2012-2015 DWCP based on the evaluation of the first DWCP and the results of the Profile. In **Zambia**, the 2012 Labour Force Survey (LFS) and the Profile were used for the development of the 2013-2016 DW Country Program and as a reference for the review of the Sixth National Development Plan (SNDP).

Furthermore, as stated by several stakeholders, National Strategies and policies are increasingly taking aspects of Decent Work into account. Some examples from MAP countries are: **Ukraine**, the Profile and DWIs were taken into account to produce the *Action Plan of the Ministry of Social Policy for 2013-2015*; the *National Action Plan on Economic Reforms* (Chapter on Social Reforms); the *Employment Programme 2012-2017*; the *State Programme on Improving Occupation Safety and Health and Working Environment*; or the *National tripartite Strategy on HIV at work*. **Zambia**, Decent Work was

included in the *Poverty Reduction Strategy (Sixth National development Plan, 2013/16)*. **Philippines**, the conceptual framework for decent and productive work was adopted for use in the current National Labour and Employment Plan (LEP 2011-2016), and the labour components of the Philippines Development Plan (PDP, 2011-2016). **Brazil** developed a National Policy and a National Plan on Decent Work and Employment and some states have already elaborated their DW agendas. The Government of **Bangladesh** updated its poverty reduction strategy paper based on the profile and the measurement of the progress of DW and it now contains a special section on Decent Work; the 6th Five Year Plan similarly addresses DW. In Niger, priority decent work indicators were selected and considered for inclusion in the national development strategy monitoring system (PDES: *Plan de Développement Economique et Social*)

Table 3. Outcome 1. Statistics are produced and analysed in line with national decent work strategies and ILO DWCP		
Country	Rating	Remarks
Bangladesh	Highly satisfactory	All the activities/outputs included have been largely implemented in a satisfactory manner. Bangladesh made significant progress in identifying, compiling and collecting DW Indicators. The main results of the DWC Profile were used in policy analysis, especially for the DWCP design and monitoring.
Brazil	Highly satisfactory	Brazil implemented a wide range of activities that were foreseen in the project, but also some that were the product of innovative developments in a very favourable project and country context. Brazil developed a National Policy and a National Plan on Decent Work and Employment and some states elaborated their DW agendas
Cambodia	Satisfactory	In Cambodia activities were generally implemented in line with the project Action Plan. The production of the Profile enhanced the capacity of all agencies to cooperatively collect, analyse and present data on DW. The main results of the Profile are used in policy analysis (to an extent) and used as a reference in the Cambodia DWCP, although weaknesses still exist in data analysis in particular
Indonesia	Satisfactory	All the activities/outputs included have been largely implemented in a satisfactory manner. Statistics and DWI are collected without major problems, except when it comes to administrative sources where data aggregation and use is limited. Along with the Profile the MAP project has produced three Provincial Profiles
Niger	Satisfactory	All the activities were satisfactorily implemented in Niger. The country made significant progress in identifying, compiling and collecting DW Indicators; however, there is still room for improvement in DWI collection and data analysis. The Profile contributed to the development of a DWCP.
Peru	Unsatisfactory	Activities were carried out, but didn't produce the expected outputs. The Profile is still in its draft version and it has not been launched and disseminated.
Philippines	Highly satisfactory	The main Project activities have been satisfactorily implemented. DWI have been compiled and tabulated since 2004. However, the Philippines faced some problems when compiling the data such as missing survey data or administrative data, and difficulties with regard to comparability with international standards. The conceptual framework for decent and productive work has been adopted for use in the current National Labour and Employment Plan
Ukraine	Highly satisfactory	All the activities/outputs included have been largely implemented in a satisfactory manner. The MoL produced a third version of the profile financed by the national budget. The profile informed the elaboration of the 2012-2015 DWCP and influenced several National Plans, Programs and Strategies.
Zambia	Highly satisfactory	The main activities were satisfactorily implemented. The country made significant progress in identifying, compiling and collecting DW Indicators, however, data analysis and report production requires further strengthening. The Profile informed the development of the 2013-2016 Country Program. Decent Work has been partly incorporated in the <i>Poverty Reduction Strategy</i> .
Overall	Highly satisfactory	MAP countries made significant progress in identifying, compiling and collecting DW Indicators. In some, countries Profiles were used in policy analysis, especially for the DWCP designing and monitoring and/or influenced National Strategies and Policies.

Outcome 2. In the pilot countries, the capacity of Government, social partners and other stakeholders to carry out research related to DW has increased.

Government and National partners were trained on all components of Decent Work Indicators; participated actively in identifying them and in elaborating both the Country Profiles and the DW Country Programs. Overall, through the project's activities Government and National Partners are now more *aware* of Decent Work issues and their *ownership* increased as did their *capacities* to carry out research related to DW. **Overall rating: Highly satisfactory**

Output 2.1. Increased level of awareness and ownership of the concepts and dimensions of DW in the country

Tripartite Consultation Workshops were held in 2010 and 2011 for all MAP countries. Also, regional workshops on DW to generate awareness and interest about DW and to build future research capacity and ownership at the national level were celebrated in Africa (2009), Latin America (April 2010), and Asia (2010). The Workshops were used to identify constituents' priorities for collaboration between the MAP project and the partner countries, namely to support NSOs, Ministry of Labour and other relevant institutions in collecting better statistics to measure decent work. Validation workshops and Media campaign and launch events on DW trends and social partners' policy recommendations were developed to raise awareness both of the Decent Work Agenda and of the importance of measuring decent work.

According to the information gathered in the countries by the evaluators among the vast majority of stakeholders, MAP was seen to have contributed substantially to raise awareness on the concept and dimensions of Decent Work amongst Governments and ILO Constituents. Also, most national partners pointed out that the level of ownership of the concept of DW among MoL and NSO Officials, workers and employers organizations (to some extent) in MAP Countries increased as a result of the implementation of the project. The deficiency was in political ownership of MAP, which varied considerably and was not satisfactorily demonstrated in some countries e.g. Peru and perhaps in Cambodia.

Output 2.2. Strengthened capacities to carry out research related to DW

The National capacities to carry out research related to DW improved in most MAP countries. Training workshops on data analysis and support to NSOs or other relevant institutions in collecting better statistics were given in all countries. Also, the MAP Project developed important mechanisms and activities to improve national statistics and reinforce decent work statistics collection for DWI compilation.

Table 4. Outcome 2. Strengthened capacities to carry out research related to DW		
Country	Rating	Remarks
Bangladesh	Highly satisfactory	National capacities to carry out research related to DW improved. Technical assistance and training were provided by MAP to enhance NSO capacities on data processing, tabulation and analysis. Also MAP provided support to the development of a new and improved LF and National Child Labour Survey.
Brazil	Highly satisfactory	MAP in collaboration with the NSO supported the collection of DWI at municipal level for all 5.565 municipalities. Also a supplementary Household Survey on DW was elaborated.
Cambodia	Satisfactory	The assistance given to the NSO in conducting LFS added considerably to technical knowledge, notwithstanding the fact that the NSO was fairly proficient in data collection prior to the start of the project.
Indonesia	Satisfactory	MAP provided technical assistance and training to improve data analysis. The NSO is fully equipped technically to collect and analyse data, although report production requires further strengthening in MoL. The 2012 LFS, was supported by MAP and was used in updating the MoL Annual reports.
Niger	Highly satisfactory	The National capacities to carry out research related to DW have improved. MAP, in collaboration with the World Bank (WB) and the United Nations Development Programme (UNDP) contributed to support the NSO to conduct a combined LF and Informal Sector Survey. A data base on labour market statistics is being constructed in the West African Economic and Monetary Union and the Regional Observatory of Employment is going to support national observatories of employment of the WEAMU region.
Peru	Satisfactory	Government and National partners were trained on DWI; and the Workers Organizations, the Ministry of Labour and NSO have participated sufficiently in the MAP process. This is not the case of the Employers Organizations. The INEI of Peru has strong capacities but asked for support to compile the DWIs: they benefited from MAP support on data processing and tabulation and the compiled DWIs are published by INEI (internal publication).
Philippines	Highly satisfactory	Government and National Partners increased their capacities to carry out research related to DW. MAP provided support to the NSO and the Bureau of Labor and Employment Statistics (BLES) in: (1) Strengthening statistical data collection for decent work: LFS design and pre-testing; (2) The development of the National DW Database; (3) Analyzing the pilot provincial LFS
Ukraine	Highly satisfactory	MAP assisted the NSO in data collection and data analysis. The National capacities to carry out research related to DW improved. The NSO included DWIs in an additional Survey on Wages on Occupations and was also updating the LFS.
Zambia	Highly satisfactory	The capacities to carry out research were strengthened. MAP supported the design and implementation of the 2012 LFS. The Government's own contribution to the survey was \$ 800,000. Although much progress has been made, much remains to be done.
Overall	Highly satisfactory	The capacity to carry out research related to DW in most MAP countries increased.

Outcome 3. Governments and stakeholders in countries that are not among the pilot countries in the MAP project, have the capacity to initiate their own work on the monitoring and assessment of progress towards DW

All the activities were carried out satisfactorily and produced high quality outputs/products, and all interested parties now have access to the global methodology and relevant material. However, the evaluation gathered limited evidence of “non MAP” countries initiating their own work on the monitoring and assessment of progress towards DW. **Overall rating: Partially Satisfactory**

Output 3.1. *All interested parties (EC, ILO, international organizations) and constituents/stakeholders are aware of and have access to the global methodology and relevant material*

The MAP project developed several activities to inform and raise awareness on Decent Work measurement and monitoring, and to facilitate access to the global methodology and relevant material all interested parties (EC, ILO, international organisations, constituent/stakeholders), in order to increase the capacity of interested Governments and stakeholders in non-pilot countries, to initiate their own work in self-monitoring and assessment of DW: This included: Hold a global meeting on DWIs; Initiate and maintain a website for DW and the MAP project; Hold regional training, capacity-building and awareness-rising workshops at the national level and regional levels; Incorporate statistics on key dimensions of DW into global and regional databases; Develop a guide on global methodology for national monitoring and assessment of progress of DW; Prepare a toolkit for mainstreaming DW in EU technical cooperation projects; and hold a Global conference to validate the methodology developed from the experience of pilot countries and the feedback obtained in regional workshops.

All the activities were carried out satisfactorily and produced high quality outputs/products (background studies, country profiles, workshop reports, guides and manuals on DWI, Toolkit, Databases, etc.); all easily accessible through the MAP Website

These are useful tools and methodologies that can indeed help interested Governments and Constituents to initiate their own processes for self-monitoring and self-assess decent work in their countries. However, within the timeframe of the evaluation, limited evidence of the widespread uptake of the outputs and processes in any country was gathered.

Specific Objective. National partners strengthen their capacity to self-monitor and self-assess progress towards DW.

In general terms, National partners increased their capacities regarding all aspects of Decent Work and the DWIs and Profiles are key tools that were used in several countries to inform Labour, development and/or Poverty reduction strategies and Policies. **Overall rating: Satisfactory**

Coordination and Social Dialogue improved through MAP promoted participatory processes, between government agencies; workers and employers organizations. Awareness and ownership on the concept and dimensions of Decent Work and its measurement among ILO Constituents (especially workers organisations) and other national partners were strengthened. However, the degree of awareness and ownership was generally less present among policy makers.

The project contributed to the mainstreaming of DW into National Strategies and positively influenced a considerable number of National Policies. All countries (with the exception of Peru) have strengthened their capacities to self-monitor and self-assess progress towards DW. However, there is still room for improvement to track progress of DW objectives included in the National Policies and there is an element of doubt regarding Government’s full commitment and support (through policy) to Monitoring Decent Work.

A brief summary of the countries progress regarding their capacities to self-monitor progress towards DW is described in the table below⁸:

Table 5. Specific Objective. National partners strengthen their capacity to self-monitor and self-assess progress towards DW.		
Country	Rating	Remarks
Bangladesh	Partially Satisfactory	MAP contributed to strengthen national capacities to self-monitor progress towards DW. Nevertheless, there are still major challenges and deficits: insufficient resources for M&E DW; staff qualifications of employers/workers-organizations; insufficient coordination of data collection.
Brazil	Highly satisfactory	MAP contributed to improve the institutional, technical and organisational conditions to self-monitor DW progress in the country
Cambodia	Partially Satisfactory	MAP contributed to support the national capacity to self-monitor and self-assess progress towards DW was strengthened to an extent. However there is limited commitment to continuity of the process, partly because of a lack of resources. Further strengthening of capacity is required.
Indonesia	Satisfactory	The capacity of Indonesia to self-monitor and self-assess progress towards DW was strengthened. There are broad indications that Country and Regional Profiles may continue to be produced annually by government agencies - however the extent to which these will exactly follow the MAP standards is unclear.
Niger	Unsatisfactory	MAP Project contributed substantially to raise awareness and ownership and the country made significant progress in identifying, compiling and collecting DW Indicators. However, with a current lack of technical capacities on a national level for enhanced labour statistics expertise, as well as a lack of expertise concerning specific studies, national capacities to self-monitor and self-assess progress towards DW need further support.

⁸ See Detailed Country reports (Volume II)

Peru	Unsatisfactory	National Partners capacities remain insufficient to self-monitor and self-assess progress towards DW.
Philippines	Satisfactory	MAP contributed to a greater level of Government and National Partners <i>awareness</i> of DW; their <i>ownership</i> increased and their <i>capacities</i> to carry out research related to DW improved. While the project increased the capacities to mainstream DW principles and indicators into national development programs and plans, some government agencies may still be limited to monitoring a number of basic indicators; the implementation and monitoring of laws are not sufficient; and a section on monitoring and evaluation has not been included in DWCP. The tripartite partners continue to demand ILO support to sustain the MAP strategy in the future.
Ukraine	Satisfactory	National partners increased their capacities regarding all aspects of Decent Work and the DWIs and Profile were used to inform the development of National Strategies and Policies. However, national partners still require technical (and financial) support to monitor and assess progress towards Decent Work in a sustainable manner.
Zambia	Satisfactory	The MAP project in Zambia contributed to the development of the Decent Work Agenda, and the capacity of Zambia to self-monitor and self-assess progress towards DW was strengthened. However, the integration of the MAP outputs into national management information systems is still to be fully achieved and the need to ensure that the system in Zambia is in line with global methodology has to be reemphasised. Although DW is on the policy and development agenda, budgetary commitments are required to provide the necessary resources.
Overall	Satisfactory	All countries (with the exception of Peru) strengthened their capacities to self-monitor and self-assess progress towards DW. However, there is still room for improvement in most of them.

3.3.2. Non-MAP experiences: Armenia and Cameroon

In the MAP project Evaluation, the experience of two Non-MAP Countries were considered to provide a point of comparison with the MAP Project in the context of the ILO's wider initiative on measuring decent work: Cameroon, and Armenia. The results achieved in each country are very different.

Cameroon developed a Country Profile and participated in regional meetings on measuring decent work. However little awareness raising on DW monitoring was achieved, no national ownership could be observed and national capacities on collecting statistics regarding the DWI remain weak. The Ministry of Labour is currently leading the process of elaborating a DWC Program - but the information collected by the evaluator during the field visit points out that the Profile is not being taken into consideration to inform the DWCP elaboration. In addition there is no evidence that the results of the DW Country Profile are being used in any kind of national policy analysis. The overall conclusion is that the activities carried out had little or no impact on strengthening the national capacity to self-monitor and self-assess progress towards DW.

Armenia. The activities developed followed an approach similar to MAP that took into consideration the limited financial resources and the modest ILO presence in the country. Compared to the MAP process, the timeframe for implementation was shorter. Specific financial support to the Statistical Service of Armenia, training and knowledge-sharing workshops or other follow-up activities were not included, due to limited resources. Nevertheless, the main outputs, the Country profile 2011 and the DWC Programme 2012-2015 were generated in line with the MAP goals.

Information gathered by the evaluator during the field visit point out that through the activities developed in Armenia, ILO constituents and the Statistical Service are now more aware of the dimensions and the level of DW in the country, although, at this early stage, the ownership of DW as a concept in the political agenda is still incipient. The elaboration of the Country Profile and DWC Programme in Armenia also contributed to improving (the already existing) national capacities to research, collect and analyse data and to measure progress of DW. However, the human and financial resources are limited, especially to respond to additional requests or to regularly update the Country Profile.

The Ministry of Labour and Social Issues underlined the use of the Country Profile as a consultation input for the new Law of Employment (not yet approved), the Employment Strategy 2013-2018, and unresolved issues of the current Labour Code. While the Ministry of Labour and Social Issues insist on its commitment towards DW, other constituents are more critical and showed concerns about taking key measures that are not in line with the DW profile. The political will to fully commit to DW policies remains ambiguous.

The limited resources and ILO presence in Armenia constrain the possibility to follow-up in a more regular manner. Besides, the sum of activities is not framed in a continuous strategic process yet, something that limits further potential achievements; thus capacities to self-monitor and self-assess progress towards DW are still limited.

3.3.3. MAP's contribution to the P&B 2012-2013 outcome 19: "Member States place an integrated approach to decent work at the heart of their economic and social policies, supported by key UN and other multilateral agencies".

The MAP Project made a solid contribution in generating awareness raising and to some extent ownership, and strongly contributed to placing Decent Work issues and measurement in the Social and Economic Agendas of most "pilot" countries. Furthermore, some DW Country Programmes (i.e. Ukraine) are informed by international development agendas such as the Millennium Development Goals (MDGs), as well as the United Nations Development Assistance Framework (UNDAF).

3.4. Efficiency

In order to assess the efficiency of the project, the evaluators focused on the timely implementation of activities and the quality of the technical assistance delivered. The amount and percentage of resources allocated to the different lines was analysed (activities and regions in the MAP budget along with the expenditure for these line items and activities). Comments from ILO staff and other stakeholders regarding their perceptions of project efficiency were also taken into account.

Overall the MAP project was efficiently implemented. Activities were carried out to a high standard and delivered in a timely manner. The relationship between the financial resources invested and the results obtained is satisfactory and the Project has ensured “value for money”. **Overall rating: Highly satisfactory**

3.4.1. Implementation of activities and output delivery

This section addresses the evaluation questions: *Were the activities implemented and the outputs delivered in a timely manner? What was the standard (including the quality, quantity and timing) of the technical assistance, training and other project outputs at the national levels and global?*

According to the primary and secondary data gathered by the evaluators, we can confirm that activities were carried out to a high standard and delivered in a timely manner (although in some countries there were some delays). Project execution was completed in November 2013 with the Global Conference held in Brussels; and MAP has achieved most of the immediate anticipated outputs, outcomes and results.

Technical standards were very high at all levels (National, Regional and Global) and all of the ILO offices and experts (HQ, Regional and National Offices) were fully engaged. In all countries those organisations interviewed and consulted expressed a high degree of satisfaction with ILO inputs. It is abundantly clear that the ILO implemented the project in a very professional and highly participatory manner and as a result, immediate outputs and outcomes have been achieved (in the main).

3.4.1 Allocation of Resources

This section addresses the question related to the allocation of *resources (funds, human resources,) to achieve outcomes*. The project’s information systems did not provide the data required to conduct such an analysis because it requires not only knowing the costs associated with specific interventions (output level), but also their related achievements (outcome/effect level indicators). As a proxy measure, the evaluators analyzed budget lines and activities.

Based on the ILO's *Financial Statement for Income and Expenditure (as per November 2013)* the total actual expenditure for the implementation of the MAP Project to date is US \$ 4.060.499, 84. The following table shows the actual expenditure by budget lines as disclosed in the ILO's Financial Statement referred to above.

Table 6. EC Contribution - MAP expenditure by Budget Line in US \$ (08.11.03)		
Budget Line	Actuals	%
Human Resources	1.886.844,17	46,47%
Travel	180.953,87	4,46%
Equipment and Supplies	8.549,01	0,21%
Project Office	16.623,84	0,41%
Other Costs, Services	1.701.888,66	41,91%
Administrative Costs (Max. 7%)	265.640,28	6,54%
TOTAL	4.060.499,83	100%

“Human Resources” (US \$ 1.886.844,17), related to supporting Global, Regional and Country activities and **“Other Costs, Services”** (US \$ 1.701.888,66) including the elaboration of a Manual on the Global Methodology; the elaboration and publication of country studies; database development; or the development of DW modules for improving LFS/other household surveys; **add up 88,4% of the total expenditure.**

3.4.2 Actual Expenditure

The definition of budget lines and its breakdown included in the Financial Statement elaborated by the ILO makes it difficult to link the actual expenditures with the activities developed and the results achieved. In order to have a clearer picture of the actual costs related to the project's activities and results and to facilitate the assessment of the project's efficiency and “value for money” we have re-grouped the different items detailed in the budget lines included in the ILO's Financial report in the following tables.

The table below shows that the expenditure for implementing the Project's Global, Regional and National activities amounts to US \$ 1.954.190,39. This is 48% of the total costs. The remaining 52% percent corresponds to Management and Coordination (see detailed analysis and explanation at the end of this section), and Evaluations (including mid-term evaluation and advanced payment for the final evaluation).

Table 7. MAP expenditure by Activities in US \$ (08.11.03)		
Activities	Actual	%
Global Activities	650.705,90	16%
Regional Activities	355.463,63	9%
Country Activities	948.020,86	23%
Sub-total Activities	1.954.190,39	48%
Management and Coordination	1.790.669,17	44%
Evaluation	50.000,00	1%
Administrative Costs	265.640,28	7%
Total	4.060.499,84	100%

Global Activities (Toolkit and Global Meeting in Brussels not included) add-up to a total of US \$ 650.705,90 and represents 16% of the overall expenditure.

Table 8. Global Activities - MAP expenditure in US \$ (08.11.03)		
Activity	Actual	%
Global Meeting of Experts	161.311,48	25%
Manual on the Global Methodology	134.270,01	21%
Toolkit for mainstreaming Decent Work	N.A.*	N.A.
Databases development	171.637,67	26%
Website (development and maintenance)	86.655,42	13%
Media activities and campaigns	96.831,32	15%
Global Meeting Brussels	N.A.	N.A.
Total	650.705,90	100%

*Not Available

The cost of overall Global Activities and of the different actions implemented is aligned with the development of the project as a whole, in light of the excellent outcomes generated by these activities and taking into account their essential role in supporting the MAP actions, globally and at the regional and national levels.

Regional Activities represent 9% of the total expenditure and total US \$ 355.463,63. Both the amount and the percentage can be considered as extremely modest, in relation to the contribution of these activities to the achievement of the MAP objectives and the impacts generated at the Regional and the national levels.

Table 9. Regional Activities - MAP expenditure in US \$ (08.11.03)		
Activity	Actual	%
Regional workshops on DWI	153.104,48	43,07%
Training materials development, production and delivery	202.359,15	56,93%
Total	355.463,63	100%

The MAP Project developed four Regional workshops on DWI with a global expenditure of US \$ 153.104,48, with the *average* cost of a regional workshop being US \$ 38.276, an amount that seems absolutely reasonable taking into account that the Regional Meetings involved a large number of participants from MAP and non-MAP countries and that the workshops were key to creating awareness on the importance of DWI and DW measurement in the global arena.

Seven training and knowledge-sharing workshops (and various technical meetings) were held between 2010 and 2012. The expenditure on the training initiatives was US \$ 202.359,15 with an estimated average cost for each workshop of US \$ 29.600. Given the key importance of training on data collection, tools and methodologies related to the preparation of the national studies (country profiles) and the measurement of decent work; we cannot but conclude that the amounts invested in these actions are absolutely justified.

Country activities represent 23% of the total MAP expenditure (US \$ 948.020,86) and this is 48,5% of the total amount invested in “Activities” (US \$ 1.954.190,39), which is largely consistent with the project’s development and results.

Activity	Actual	%
Country activities Asia	381.958,96	40,4%
Country Activities CIS (Ukraine)	110.415,37	11,5%
Country activities Africa	254.212,93	26,8%
Country activities Latin America	201.433,60	21,3%
Total	948.020,86	100%

Expenditure by region and country was evenly distributed and *on average*, the overall cost of implementing the MAP project in each country was US \$ 105.000 (In Brazil the total budget –including ILO contributions– was approximately 0,54 million US\$). Considering the excellent results achieved at the national level, this amount can be considered as exceptionally moderate.

The highest investment made at the country level was, quite reasonably, the elaboration and publication of the DWC Profiles (including background studies) that add-up to US \$ 449.752,87; followed by the Development of DW modules for use in FS (US \$ 291.280,21).

Statistical support was provided in all pilot countries, in five of them (Niger, Zambia, Bangladesh, Cambodia and Indonesia) the MAP Project supported the development/improvement of LFS. The average expenditure by country (no detailed breakdown by country is available) invested in LFS amounts to US \$ 58.250, a fairly modest investment taking into account not only their importance and relevance for the elaboration of the DWCP, but also for the contribution of enhanced and improved national statistics related to Labour issues.

Activity	Asia	CIS	Africa	LA	Total
Support to Country Activities (HHRR and Services)	61.589,28	12.111,65	54.256,62	15.092,04	143.049,59
Country Studies (DWCP)	174.508,24	77.342,53	67.573,85	130.328,25	449.752,87
Development of DW module into LFS	137.905,44	--	97.361,46	56.013,31	291.280,21
improvement of administrative databases	7.956,00	20.961,19	35.021,00	0,00	63.938,19
Total	381.958,96	110.415,37	254.212,93	201.433,60	948.020,86

Regarding the Country Studies, no detailed country information is available, but these figures show that, on average, the production and publication of a DWCP cost around US \$

50.000, which is reasonable as the profiles are the key cornerstone of the MAP Project, DW monitoring and DW policy formulation.

A detailed breakdown of the costs of production of the DWCP can be found in the following table. Logically 80% of the total was spent in national consultants' fees for the elaboration of the background studies, the DWCP and the different reports on DWI and social dialogue meetings.

Table 12. DWC Profiles by region - MAP Actual expenditure in US \$ (08.11.03)					
Concept	Asia	CIS	Africa	LA	Total
National consultants fees for background study	23.000,00	6.520,00	11.873,29	22.457,60	63.850,89
National consultants for reporting on DWI country meeting	10.800,76	--	2.500,00	11.275,87	24.576,63
National consultants for reporting on social dialogue meeting	6.600,00	7.425,58	4.000,00	3.600,00	21.625,58
Consultants for country studies	103.409,93	44.508,59	36.621,53	72.982,94	257.522,99
Publication of country studies	30.697,55	18.888,36	12.579,03	20.011,84	82.176,78
Total	174.508,24	77.342,53	67.573,85	130.328,25	449.752,87

As some degree of controversy arose in some of the evaluation interviews regarding the cost of the DWCP publication, the evaluators observed that, on average, publishing a national study costs US \$ 9.130, which is low considering that the studies contributed to information dissemination and awareness raising on DW.

Under *Management and Coordination* we have grouped together the budget lines included in the ILO's *Financial Statement* corresponding to Travel and DSA (missions to/from regions and countries); Equipment and Supplies; and Project Office and Project Staff. In total management and coordination for the MAP Project amounts to US \$ 1.790.669,17.

Table 13. Management and Coordination MAP Actual expenditure in US \$ (08.11.03)		
Concept	Actual	%
Travel and DSA	77.343,89	4,33%
Project staff	1.688.152,43	94,27%
Equipment, Supplies, Project Office	25.172,85	1,40%
Total	1.790.669,17	100%

As detailed below, almost 95% of this amount (US \$ 1.688.152,43) corresponds to Project staff, and includes the salaries of the CTA; the Asian and Latin American Officers; and Finance and Administrative support staff.

Concept	Actual	%
Chief Technical Advisor (CTA)	892.030,17	52,84%
Finances Admin (aprox)	85.582,49	5,07%
Asia International Officer	401.886,00	23,80%
Latin America Officer	307.963,77	18,24%
Technical support management ILO HQ staff	690,00	0,04%
Total	1.688.152,43	100%

At first sight, the global figure might seem high, but taking into account the wide geographic intervention framework in which the project operated; the vast amount of activities implemented; the complexity of the overall coordination and management task; and the technical assistance needs inherent to the content of the project; it can be considered that the funds allocated to project staff were a good investment.

3.4.3 Impressions of Efficiency

The last evaluation question asks *if the resources have been used efficiently*. In the interviews, the evaluators solicited opinions of ILO managers, national partners, and other stakeholders regarding the efficiency of the project. The responses indicated that the project made an efficient use of its resources. Furthermore, primary and secondary data gathered by the evaluators point out that all interventions were efficiently-managed at all levels (ILO HQ, Regional and National Offices) and implemented in consultation and with the support of all ILO related Departments and Offices, which reduced costs and increased efficiency. Most project partners and stakeholders interviewed opined that the project took full advantage of the available resources and generated synergies and complementarities to maximize project resources.

3.5. Project Management

This section addresses several questions regarding the effectiveness of management and project implementation. It begins with an overview of the project's management and administrative structure, which is followed by a discussion of the project staffing; the monitoring and evaluation procedures; the coordination and communication with internal stakeholders and the level of collaboration with project partners; and the effectiveness of the administrative mechanisms put in place to manage project activities. The section ends with an overview of the effectiveness of the administrative mechanisms put in place to manage project activities.

In spite of some constraints, the project delivered all planned activities (at the three levels) largely on time; reaching a high degree of efficacy and efficiency and generating significant impact. This was due to highly experienced and professional ILO staff (at all levels) and to the support, effort and contributions of all concerned national stakeholders. The evaluation concluded that the project was managed and implemented in a very satisfactory manner. **Overall rating: Highly satisfactory**

3.5.1. Management and administrative structure

The project was implemented in close consultation with all relevant ILO Departments, country-offices, sub-regional offices and/or regional offices, as well as in cooperation with the EC-HQ and Country Delegations. Financial administration of the project was carried out through ILO Geneva. The management and technical staff assigned to the project are described at three levels:

- **Project/Global Coordination**

The project was coordinated by one Chief Technical Advisor (CTA)/Senior International Expert (SIE) located at the ILO HQ. The CTA had the overall management responsibility and reported to the Director of the Policy Integration Department of the ILO.

The CTA provided overall technical and strategic guidance of the project and coordinated timely implementation of all activities. The CTA was assisted by a project assistant (50%), who handled administrative tasks and provided logistical support for the implementation of global activities. The SIE coordinated the work at HQ with other relevant Departments, as well as with regional focal points.

- **Regional/National level**

Two project staff served as regional coordinators in Latin America and Asia. Regional coordinators for Asia and Latin America were hired by the project for only 3 years; however, their contracts were extended with ILO funds until the end of the project.

Their responsibilities included: a) monitoring progress of the project and activities within each region; b) establishing and maintaining close links with key stakeholders and initiating project activities in consultation and collaboration with national stakeholders; c) participating in training of national implementing agencies in programme design, monitoring, evaluation and reporting, with implementing agencies or consultants, and d) preparing short progress reports.

The ILO also designated staff that helped with the implementation in the regions where there was no coordinator (generally the regional Statistical specialists) and in the countries (ILO national coordinators or ILO field specialists).

3.5.2. Adequacy of Project Staffing

Looking at the wide geographical coverage of the project (from Brazil to Indonesia); at the great amount and complexity of its actions (at the global/regional/national levels); and at the large number of stakeholders involved, staffing seems to have been meagre (at all levels: HQ, RO and Countries) and unevenly distributed, with regional coordinators in Asia (professional staff category based in Bangkok), and Latin America (national officer category based in Brazil) and no regional coordinator for Africa, a region with a strong need for coordination.

At the regional and national level, the MAP coordinators had other responsibilities and their capacity to assist with the project varied from country to country. Furthermore, the project had two successive CTAs with a break of 5 months (April 2010-August 2010) Project activities already planned or underway continued to be implemented by the national/regional coordinators under the supervision of INTEGRATION's Senior Administrator.

Nevertheless, in spite of personnel changes and some delays at the early stages of the implementation, thanks to the professionalism, support, effort and contributions of all concerned ILO staff (at HQ, RO and NO) the project was managed in a satisfactory manner and delivered all planned activities (at the three levels) largely on time; reaching high degrees of efficacy and efficiency and generating substantial impact. The excellent quality of staff assigned to the project was critical to successful implementation.

3.5.3. Procedures for follow up and internal/external evaluation

The main procedures and instruments for follow up and evaluation were: (i) A joint steering committee (ILO-EC HQ) monitored the project and gave policy guidance; comprised of EC AIDCO/DEVCO representatives and ILO representatives from the Integration, Statistics and Technical Cooperation (PARDEV) departments; (ii) Progress reports per activity and per pilot country were produced by ILO every 6 months according to a format agreed with the EC; (iii) the ILO also produced annual Financial Statements for Income and Expenditure; (iv) Flash reports and ROM reports were developed by the EC;

and (v) A mid-term evaluation(concluding in May 2012) was conducted and published on November 2012; (vi) towards the end of the project an independent final evaluation was commissioned.

The reporting system was:

- Integrated with technical and activity progress content, with reports made available to the overall decision making body (Steering Committee) prior to each of its meetings.
- Reports were candid and comprehensive, detailed, timely and of a generally high quality.
- Adequate in terms of describing the timing, and content of activities, describing the assessment of implementation of Action activities; giving broad information on overall progress towards higher ILO objectives within the context of the Action; presenting difficulties encountered and measures taken to overcome problems; outlining the activities of partners; and outlining visibility actions.

The Steering Committee had a comprehensive view of progress, issues and problems and was in a position to make considered decisions on aspects of the project that required corrective action and to list necessary follow-up activities.

However, some weaknesses were found in the reporting system:

- The analysis of the progress in meeting the overall and specific objectives and outcomes was insufficient.
- The descriptions/analysis tended to be based on activities carried out and the tools available rather than results and achievements.
- Financial reports were focused on budget lines (Human Resources, Travel, Equipment...) and provided little information that related budgets to activities implementation and outputs/outcomes costs.
- Future national actions for the continuation (sustainability) of project activities after completion was not reported or considered in any detail.

3.5.4. Coordination and Communication within Internal Stakeholders

The MAP project was able to link to other ILO and non ILO initiatives. The collaboration with the STATISTICS Department was very intense at all levels, e.g. assistance in developing DWI; the inclusion of data on decent work compiled by the MAP Project, into the STATISTICS database; and support to the various National Labour Force Surveys developed. However, although STATISTICS definitely contributed to the successful implementation of the project, several ILO stakeholders interviewed opined that the Intra-institutional relations between INTEGRATION / STATISTICS were not optimal and some differences on the approach and lack of coordination led (to some extent) to the dilution of MAP's overall strategy.

Other examples of ILO-internal synergies include, the work with the International Programme on the Elimination of Child Labour (IPEC)/Statistical Information and Monitoring Programme on Child Labour (SIMPOC) on the Labour Force and child Labour Surveys; the collaboration with SECTOR and EMPLOYMENT within the “Assessing and Addressing the Effects of Trade on Employment” (ETE) Project, especially in Indonesia; the collaboration with the International Training Centre (ITC) of the ILO; the organization of regional training and knowledge-sharing workshops with the “Strengthening the capacity to devise and analyze decent work indicators” (RECAP) project of the ITC of the ILO; or the support to the TRAVAIL Database on Conditions of Work and Employment Laws.

3.5.5. Policy Coherence

The Policy Integration Department, in collaboration with the Department of Statistics, other technical units and the ILO's field offices, is coordinating Office work in testing a comprehensive approach to Measuring Decent Work by compiling detailed indicator definitions and preparing Decent Work Country Profiles for a limited number of pilot countries, through two instruments: the *Measuring Decent Work Programme* and the *Monitoring and Assessing Progress on Decent Work (MAP) Project*.

Whilst the MDW Programme is “country driven”, operates with flexible rules of engagement and focuses on the elaboration of Country Profiles; the MAP Project is a more structured initiative that follows a series of precise steps (defined by the project document) and aims beyond country profiles to translate analysis of decent work into policy-making. Although there are obvious synergies between the MDW Programme and the MAP Project the relationships and institutional and dependencies (MAP as a project should be inserted in a supposedly wider and more structured *Programme*) these do not seem to be clearly defined.

As the MAP project was being implemented and decent work indicators and profiles produced both from MAP and ILO resources, other ILO departments were developing country study approaches and formats in parallel. Several targeted some of the same countries that were being covered by the decent work profiles (e.g. Brazil, Indonesia,

Philippines, South Africa). According to the findings of the ILO *Decent Work Country Policy Analysis Workshop*, held in 2012, currently the ILO offers several country analysis approaches, producing different types of country studies (particularly the Global Jobs Pact Scans, the Studies on Growth with Equity series, and Labour and Social Trends reports) of which eight covered all four DW strategic objectives.

Moreover, according to the workshop's findings, the application of these approaches to the ILO Member States appears to be random and without clear country selection criteria defined. A few Member States were exposed to many analysis approaches and most to none. Furthermore, the DWCP country context analysis was prepared using a variety of approaches and outlines. It was concluded that this inconsistent level of service provision, difficulties in the alignment with national policies and planning debates, "supply" driven and at time competing approaches do not produce resource effectiveness, or strong relevance to and impact on the needs of the constituents. Also this situation does not allow the ILO to strategically position its work at the country level and in the global debates⁹.

3.5.6. Coordination and Communication with external stakeholders

The ILO involved and worked closely with the key stakeholders and institutions. At one level, government officials, employers' and workers' representatives had key roles in the action as they were jointly responsible for implementing decent work country strategies and monitoring progress towards decent work at the national level. Ministries of Labour and other Ministries, whose activity impacts on decent work and labour markets, were actively involved in the project. At a second level, the project involved National Statistical Offices, and academic and research institutions that were key in the identification of decent work indicators, production of statistics, and the technical analysis of the data.

Participation and coordination with national partners was, in general terms, very satisfactory. The ILO maintained excellent relations with Governments, Employers' and Workers' organizations and NSOs in all countries. The MAP Project frequently received explicit support from Social Partners and the political leadership in some of the countries and high-ranking officials have participated in project activities.

Some examples of external synergies are the collaboration with regional organisations for coordination and dissemination - such as the Association of Southeast Asian Nations (ASEAN); the Southern African Development Community (SADC); the Pacific Forum; The South Asian Association for Regional Cooperation (SAARC); the Mercado Común del Sur (MERCOSUR); The Economic Commission for Latin America (ECLAC) and L'Observatoire économique et statistique d'Afrique subsaharienne (AFRISTAT) and the sharing of knowledge and experience on decent work indicators with other countries in the region; the support to regional databases on decent work indicators of the West African Economic

⁹ILO *Decent Work Country Policy Analysis Workshop*. International Training Centre of the ILO, Turin. October 2012

and Monetary Union (WEAMU), SADC and MERCOSUR; or the collaboration with the ASEAN to introduce a DW agenda within its Member States.

3.5.7. Effectiveness of the administrative mechanisms put in place to manage project activities

This section addresses the following evaluation questions: *How effective were the administrative mechanisms put in place to manage national and overall project activities? Have the administrative procedures supported the project's implementation?*

The evaluation found that the burdensome administrative ILO-EC requirements along with an overall insufficient provision of human resources to manage and coordinate the MAP Project; the project's poor design (logframe); its complicated architecture, including Global, Regional and National interventions developed in nine countries over four continents; mitigated against effective management of the project. However, as noted in previous sections of the report management adapted to needs and the impact of constraints was minimised.

The evaluation also found that the detailed assignment of budget lines to activities and some degree of rigidity in the Subsidy Contract¹⁰ did not contribute in supporting the project's implementation. The need to constantly adjust budget lines and costs to actual costs and needs took time and had "efficiency costs" as it involved interactions among and interventions by several ILO staff members (CTA, Project assistant, Department Financial Control Officer, ILO Budget Officers, and sometimes the Department Administrator and financial officers in the field). It also required a deep knowledge and understanding of the ILO and EC financial rules, which was not always met. Administrative procedures led to delays in the early stages of implementation and steered efforts away from a more effective and strategic management.

Taking into account the negative factors regarding implementation, the overall project management, at ILO HQ, Regional Offices and Country Offices, showed flexibility where possible and this allowed for necessary adjustments of project activities to the individual national contexts as well as at the Regional and Global level, in line with the project objectives and expected results. The project delivered all planned activities (at the three levels) largely on time; reaching a high degree of efficacy and efficiency.

¹⁰ Although it made possible the transfer of resources between budget items up to 15% and resource mobility within each budget item -without exceeding the total amount- without addenda or exchange of letters and more structural changes in budget (> 15 %) via exchange of letters / addendum.

3.6. Impact

This section examines the primary and secondary effects produced by MAP's execution at the global, regional and country levels, directly or indirectly, intended or unintended.

The MAP Project facilitated a better global understanding of the objectives and methodology of MAP and the mainstreaming of decent work in the international community. At the Country Level it promoted a better understanding of the Decent Work Agenda and its measurement; the improvement of technical capacities of national partners; and the strengthening of national capacities (to different extents) to self-monitor and self-assess progress towards decent work; MAP also contributed a significant added value relative to social dialogue in the countries. **Overall rating: Highly Satisfactory**

The MAP Project generated important impact at the Global level through the definition of the Framework of Decent Work Indicators, production of manuals and databases, dissemination of decent work indicators, and development of international workshops, the dissemination of information, the presentation of case studies and exchanges of best practice, and the discussions regarding the future of the measurement of decent work; leading to a better global understanding of the objectives and methodology of MAP; and to the mainstreaming of decent work in the international community.

At the Regional level awareness raising and technical training was effective supported by the involvement of regional organisations, ASEAN, SADC, the Pacific Forum, SAARC, and MERCOSUR providing additional capacity for coordination and dissemination; and the promotion of regional databases on DWI.

At Country level there was significant impact through a better understanding of the Decent Work Agenda and its measurement; greater awareness of workers needs; improvement of the enabling environment; improvement of technical capacities of national partners; improvement of national statistics etc...; and strengthened national capacities (to different extents)-to self-monitor and self-assess progress towards decent work).

The high quality Country Profiles illustrated the extent to which the technical capacity has been strengthened in terms of data collection, tabulation and analysis for both statistical indicators and policy formulation (to some extent). The project as a whole provided a sound framework and detailed instruments and tools that will likely further the Decent Work Agenda.

MAP has also contributed a significant added value relative to social dialogue in the countries. Beyond the intended use of the decent work country profile as a tool for advocacy on decent work indicators and for joint advocacy in the programming of decent work strategies, tripartite consultations nationally are considered significant and valuable

outcomes. The consensus building tripartite process used by MAP was an important factor of its success.

The Decent Work Country Policy Analysis gives constituents the tool with which to influence key decision makers, including ministries of planning and finance, donors and development practitioners. It also contributes to strengthen the ILO's voice and effectiveness to shape change in a country and provides the organisation and authorities information from which to influence how decent work is understood and applied nationally.

The impact of the project on employers' organisations and the political and policy makers has been variable. Although policy has been influenced to an extent by MAP in all countries and in some quite substantially (e.g. Brazil) in reality the adoption of the measurement of decent work at the political level has varied between countries and remains as one of the more difficult of the necessary ingredients of the enabling environment that has not yet been fully achieved.

The impact on workers organisations was positive; however a good deal of follow-up is required to sustain improvements in almost all aspects of MAP in most countries.

3.7. Sustainability

The evaluation examined the likelihood of the continuation of benefits from the project after it was completed, in other words, the probability of continued MAP long-term benefits. The key issues considered were the following: technical aspects; ownership; institutional capacities; national policies; financial aspects; and ILO's technical competence, capacity and commitment to further support MAP.

Globally¹¹, the basis for sustainability was established to a large extent through high quality capacity building; awareness raising, stakeholder support for the principles of Decent Work including policy making bodies; positive changes to legislation; and the strengthening of a Decent Work "community", at national, regional and global levels.

The main constraint to sustainability is the enabling environment, including lack of complete ownership particularly by politicians in some countries and insufficient resources in others. **Overall rating: Satisfactory**

3.7.1. Technical aspects

Conceptually the methods, processes and procedures for the measurement of Decent Work are clear and were endorsed. They were also implemented during the life of the project. The project made a significant contribution to the planning, implementation and measurement of Decent Work. Country Profiles provide a firm basis for the future measurement of the progress of Decent Work.

The regional and the global events enhanced the international support for the Decent Work Agenda and the interest in monitoring progress to decent work expressed by many countries and ILO's Constituents; and also assisted with sustainability by influencing the development agendas of many countries. The toolkits, guidelines, and manuals on monitoring decent work are available for use by stakeholders and the guidance of mainstreaming Decent Work into development agendas and national planning.

3.7.2. Ownership

Local ownership was illustrated by the endorsement of the project and the Decent Work Agenda by governments (partial in some countries) and Social partners. Social Dialogue and the organisational capacities of national tripartite constituents significantly improved and was a cornerstone for progress in cooperation. It is likely that inter-institutional cooperation will be maintained, although this needs to be strengthened in some countries.

¹¹ Sustainability at the national level is analysed for each MAP country in the annexed Country Reports

There was widespread agreement on the project purpose (this is essential) although there were political difficulties in countries such as Peru. The commitment to the Decent Work Monitoring is likely to continue in principle from a policy perspective. The degree of local ownership in the future will depend on the availability of future funding and other resources. Sustainability will not be achieved without ongoing government, stakeholder and ILO commitment including policy, technical support and resources leading to further local ownership.

3.7.3. Institutional Capacities

The project made important contributions at enhancing the capacity of institutions to measure Decent Work; and analysis and reporting substantially improved. However, institutional and human resource capacities remain scarce in several countries. Further, capacity building through training activities and technical assistance will be needed, in order to ensure that decent work indicators continue to be measured and progress monitored at the national level.

3.7.4. National Policies

There were positive changes to legislation and policies in the MAP countries. The commitment to the Decent Work Agenda is likely to continue in principle from a policy perspective, provided additional activities are taken to strengthen awareness of the value to measuring DW as a constituent part of national socio-economic development.

It is not always clear what commitments governments made from a resource point of view to ensure that policies and legislation are further developed and enacted. Future political developments will largely dictate the sustainability of the policy settings.

3.7.5. Financial aspects

Whilst national ownership and capacities were enhanced and some of the countries integrated Decent Work into national planning and development it is not known whether concrete funding commitments will be available, especially in low-income countries where public budget remains scarce.

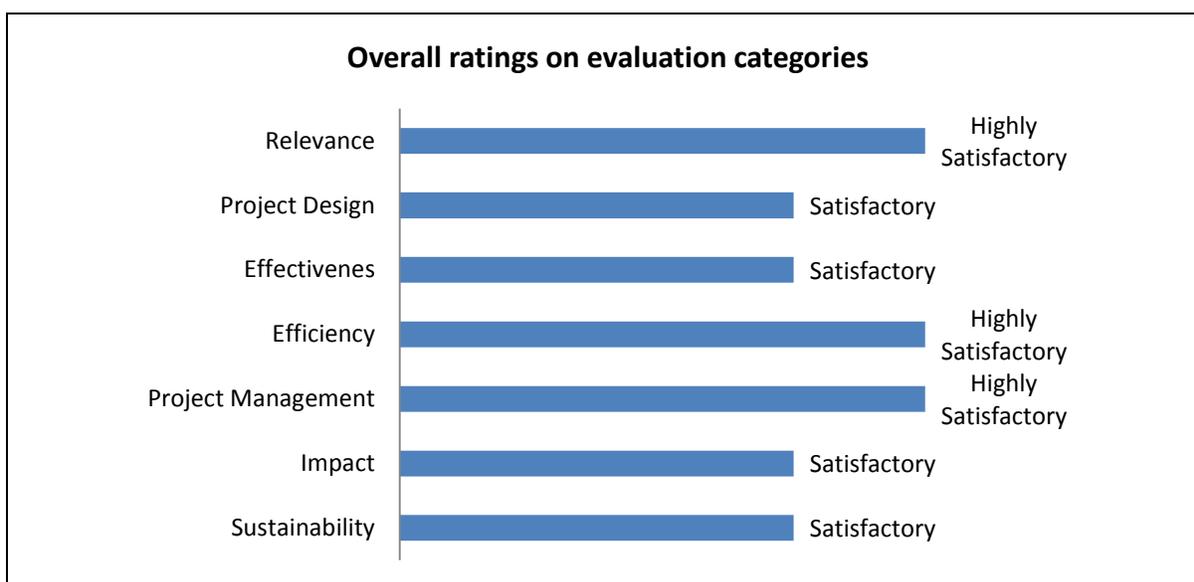
Particularly in these less developed countries, contributions from the development partners including the ILO and EC might be necessary in the near future in order to ensure that the investments, results and outputs achieved in the MAP project to date are sustainable over the medium and long term.

The following table summarizes the likelihood that benefits from the project will continue after its completion in each country. The rating column classifies each country according to four categories (very high, high, medium and low) depending on the assessment on the key issues considered: technical aspects, ownership, institutional capacities, national policies and financial aspects.

Table 15. Sustainability by country		
Country	Rating	Remarks
Bangladesh	Medium	Government is committed through policy and budgetary support, along with social partners, in contributing towards sustainable Decent Work monitoring. However, national partners still require technical and financial support to fully develop the Bangladesh technical and institutional capabilities to monitor and assess progress towards Decent Work.
Brazil	Very High	The sustainability of the MAP achievements in Brazil is positively assessed, taking into account strong political commitment and ownership, institutional progress at the level of the social dialogue structures and statistical improvements regarding DW in existing surveys. Regarding financial sustainability, Government is committed through budgetary support, although full availability of funds is still not clear.
Cambodia	Low	Technical and national capacities were strengthened to an extent. However, there is insufficient evidence that MAP outputs are sustainable in view of only a partial sense of local ownership and resource constraints.
Indonesia	High	The MAP project had a major beneficial impact on technical capacities. However, additional assistance is needed. Institutional capacities increased, although workers organisations require additional assistance. A degree of policy sustainability can be expected, nevertheless, full commitment of government policy making bodies was only partially achieved. A sustainability plan needs to be formulated with an accompanying budget to ensure sustainability, in particular finance.
Niger	Low	In spite of the Government and National partner's achievements and contributions, Niger still needs technical and financial support to fully develop the country's potential to monitor and assess progress towards Decent Work.
Peru	Low	There are no MAP's effects identified to be sustained in the future. Strong efforts are needed to improve the conditions to self-monitor and self-assess progress towards DW
Philippines	Medium	The Philippines Government is committed through policy and budget allocations, along with social partners, in contributing towards Decent Work monitoring sustainability. Nevertheless, there is still room to improve and strengthen national capacities to self-monitor and self-assess progress towards DW and to track progress of DW objectives included in the National Policies.
Ukraine	High	A certain degree of technical, institutional and policy sustainability can be expected. However the optimum degree of awareness and ownership is not present among policy makers. The Ministry of labour probably has financial capacity to continue to produce Profiles in the future, however national partners still require technical support, to fully develop the Ukrainian capabilities to monitor and assess progress towards Decent Work in a sustainable manner.
Zambia	Medium	Institutional and technical sustainability is likely and a degree of policy sustainability can be expected. However, there are some doubts about the sustainability of the MAP project in Zambia, mainly based on a partial lack of sense of ownership; a lack of long term allocation of resources; and the degree of commitment of the political establishment to measuring DW.
Overall	Medium	A certain degree of technical, institutional and policy sustainability can be expected. The main constraint to sustainability is the lack of complete ownership particularly by politicians in some countries and/or insufficient resources in others.

3.7.6. ILO's technical competence, capacity and commitment to further support activities to measure decent work and develop profiles

The ILO is uniquely qualified to promote and mainstream Decent Work related issues because it has substantial experience and technical capacities in the sector; possesses extensive knowledge of the needs and support required by countries; and maintains excellent relations with ILO constituents (e.g. governments, trade unions, employers' organizations, and civil society organizations). Building on existing ILO experience and the support provided by ILO national and regional structures; other ILO departments and experts, proved to be an essential element to successful project implementation. This type of collaboration and coordination is a key aspect of enhancing impact and making the MAP model viable. However, there is little evidence on a clear position and consensus among ILO Senior Management regarding the ILO's commitment to further support activities to measure decent work and develop profiles.



3.8. Gender issues

The original concepts and methodology for decent work indicators and profiles developed prior to the MAP project were quite progressive and explicit from a gender perspective. The requirement to establish indicators that allow differentiation of the development impacts on women and men wherever possible was well established in the framework. The importance of collecting and presenting disaggregated statistics was also stressed. While the project design and documents lacked a sufficient gender perspective, the tools guidelines and profiles developed under the MAP project carried the framework's gender priorities forward and therefore should be helpful in furthering the promotion of gender equality and non-discrimination.

4. LESSONS LEARNED AND CONCLUSIONS

4.1. Lessons learned

During interviews with key stakeholders, the evaluators discussed lessons learned thus far in the life of the project. The following lessons emerged as the most significant.

- Specific factors proved to be crucial to creating an enabling environment for the successful implementation of the MAP Project in the pilot countries:
 - The context and the status of the economies of the MAP countries and the relationship of economic strength to progress with MAP implementation. Countries with stronger economies such as Brazil, Ukraine, the Philippines and Indonesia can be grouped to some extent regarding progress, because they have greater resources.
 - The situation of pilot countries at the beginning of the project with regard to decent work statistics varied greatly. Accordingly, the pace of implementation and the outputs produced was different from country to country. For example In the case of the Philippines, the effective process of identifying and developing Decent Work Indicators is due to the relatively longer standing experience with decent work issues: the Philippines had engaged in several projects before the MAP project aimed at developing statistical capacities to measure and assess decent work. In countries such as Niger the process took longer and intensive support is still needed.
 - The strengthening of capacity and depth of the support to National Statistical Offices has varied among the different pilot countries. In some of the countries, the support provided by the project had the role mainly of providing additional expertise and funding to advance and intensify already existing work on decent work measurement of the National Statistical Offices and Ministries of Labour. In other countries, the MAP project had to create the basic conditions, both in terms of capacities and in terms of funding, for the countries to start including decent work aspects into the national labour statistics.
 - Stakeholders' participation. The ILO involved and worked closely with the key stakeholders and institutions. At one level, government officials, employers' and workers' representatives had key roles in the action as they were jointly responsible for implementing decent work country strategies and monitoring progress towards decent work at the national level. Ministries of Labour and other Ministries, whose activity impacts on decent work and labour markets, were actively involved in the project. At a second level, the project involved National Statistical Offices, and academic and research institutions that were key in the identification of decent work indicators, production of statistics, and the technical analysis of the data.

- Political commitment. This varied by country. For example in Brazil, the process is very well advanced given the high national capacities and political commitment. In Peru, statistical capacities are high, but the process was slowed down by the absence of tripartite consensus.
- Cooperative environment. This again varied. Brazil for instance had done substantial work on decent work indicators before the start of the MAP project; and there has been a longstanding good relationship between the national ILO Office and the Brazilian government as well as a strong commitment to the decent work agenda by the national tripartite partners. Brazil produced the Decent Work Country Profile very quickly partly as a result of this fully collaborative environment in the first year of implementation of the MAP project and was even able to produce a second, updated and extended edition. The collaboration with the national statistical office in Brazil went well beyond what was planned in the original project design, covering not only the inclusion of decent work indicators into national statistics, but also into surveys at the state and even municipal levels.

A similar collaborative environment existed in the Philippines where work on decent work indicators was undertaken since 2004 and the MAP project had supported the national statistical institutions regarding the inclusion of decent work indicators into the provincial labour force surveys.

In other countries, where the initial situation was less advanced, the MAP project had to first set the ground before engaging in the actual project activities. This was the case for instance in Cambodia or Niger, where the concept of decent work and tripartite consensus took some time to establish.

- The consensus building tripartite process used by MAP was an important factor of its success. Tripartite consultations were used to identify an agreed set of decent work indicators and to approve drafts of Decent Work Country Profiles, and have (a) helped build a national ownership of the decent work indicators as well as the Profiles, (b) helped increase interest and advocacy of decent work, (c) helped provide a detailed check of the Profiles, and (d) provided a fact-based basis for social dialogue.

In this respect the involvement of tripartite constituents in selecting decent work indicators and validating country studies served as a useful, constructive and reality based frame of reference for agreement on broader decent work priorities. As such, the discussion engendered by an initial focus and agreement on indicators is found to move through the subsequent considerations of: (a) recognizing the need to monitor, (b) identifying who will monitor and how, and (c) deciding how to implement it.

Conceptually the last two steps take the discussion to the level of national policy debate and as such show the potential leverage of the MAP project as an essential component of tripartite social dialogue on related policy and political processes. In

reality the adoption of the measurement of decent work at the political level has varied between countries and remains as one of the more difficult of the necessary ingredients of the enabling environment that has not yet been fully met.

- Availability of staff was a key aspect of project performance. Countries in which designated MAP project personnel were available for example in Brazil, or where there was strong support to countries from ILO regional offices were able to implement the project more efficiently than those countries in which there was no project coordinator and the ILO focal points took on this responsibility in addition to other duties. To some extent the work overload existed in most of the MAP countries.
- Flexibility to adapt the budget and the activities is essential to address the needs in countries and to support project implementation. Significant changes required long and complicated administrative processes. This made it difficult to adapt the original project concept to local situations and needs.
- Building on existing ILO experiences, programs and resources (Departments, experts, Regional and National Offices...) and collaborating and coordinating with them have proven essential to successful implementation. This type of collaboration and coordination is one key aspect to enhancing impact and making MAP models viable.

4.2. Conclusions

The following conclusions are organized according to the seven evaluation categories: relevance; project design; effectiveness; efficiency; project management; impact and sustainability.

4.2.1. Relevance

MAP Project's objectives, strategies and methodologies proved relevant to address the challenges identified by the ILO and its constituents regarding the promotion and measurement of Decent Work.

The MAP project clearly reflects one essential part of the ILO's overall DW mission and the Decent Work objective is shared by both the International Labour Organization and the European Union. MAP is closely aligned and responds to countries' needs. However, although the project generated a large degree of ownership among workers' organizations, Ministries of Labour and NSO officials, in several cases the political establishment and the employers' organizations are not fully committed to Measuring Decent Work.

The project remained highly relevant during implementation and remains relevant after the completion of MAP. National Partners have requested further support to consolidate achievements reached so far in relation to Decent Work promotion and measurement in targeted countries, regionally and globally.

4.2.2. Project design

The Project Document was developed through a long process of consultation and negotiation between ILO headquarters staff and the services of the European Commission. The early conceptualisation of the programme, including consultation by the ILO with its tripartite constituents comprised a substantial and thorough level of intellectual input into the process of project formulation and provided a sound and informed input for the methodology to be used for measuring and assessing progress on Decent Work. With regard to gender issues, while the methodology on measuring decent work is relatively strong on gender, a lack of gender sensitivity in the project documents was noted.

The ILO regional and country offices as well as national stakeholders were not systematically consulted on the design of the project and this contributed to some initial lack of understanding on the MAP Project objectives, methodology and the basis for the selection of countries; and less involvement in raising awareness on DW during the project's implementation by constituents, and therefore more effort was required by project staff in this regard; and there was less than desirable ownership.

The project design included the same national activities for all countries and the original budget allocations were largely the same across countries/regions. This was an important omission given the different levels of development of the pilot countries. Although the project design did not include specific country requests, it actually addressed the identified countries and regions needs in broad terms in relation to the global DW agenda and the need for measurement of progress. Also both the strategy (proposed interventions at the country-region-global levels) and the intervention methodology (development of DWI templates; data collection and analysis; elaboration of Country Profiles...) logically addressed the identified needs.

The Logical Framework contained a number of weaknesses in formulation (a complex intervention was formulated in a rather simple way) and in content (imprecise and hardly verifiable specific objective, results/outcomes and indicators); however, the project logic is in fact sound

4.2.3. Effectiveness

All activities planned at the Global, Regional and national levels were carried out satisfactorily and produced high quality outputs/products (background studies, country profiles, workshop reports, guides and manuals on DWI and Global Methodology, Databases, etc.); The project largely achieved the expected outputs and outcomes, and, in general terms, National partners have improved and *increased their capacities regarding all aspects of Decent Work* (specific Objective).

The impact of the enabling environment was negative in some countries. For example in Peru, statistical capacities are high, but the process has been slowed down by the absence of political will and tripartite consensus. In other countries, where the initial situation was less favourable, the MAP project had to first set the ground before engaging in the actual project activities. This was the case for instance in Bangladesh, Cambodia and Niger, where the concept of the tripartite approach took some time to establish.

4.2.4. Efficiency

All project activities were carried out to a high standard and delivered in a timely manner (although in some countries there were some delays). Project execution was completed in November 2013 with the Global Conference held in Brussels; and has achieved the anticipated outputs and outcomes. The excellent quality of ILO staff assigned to the project (at all levels) was critical to successful implementation. Technical standards were extremely high and all of the ILO offices were fully engaged and the high standard of management of the project was a notable feature of implementation.

The project took full advantage of the available resources and generated synergies and complementarities to maximize project resources. The evaluators concluded that the

relationship between the financial resources invested and the results obtained was highly satisfactory and that the Project delivered good “value for money”.

4.2.5. Project management

The evaluation found that there were negative factors regarding efficient technical management, including for example the inadequate provision of human resources to manage and coordinate the MAP Project; and the burdensome administrative ILO-EC requirements. This led to delays in the early stages of implementation and directed efforts away from a more effective and strategic management. Limited staff availability had a negative impact in some countries.

Taking into account the negative factors for implementation, the project management at ILO HQ, Regional Offices and Country Offices, showed flexibility where possible and this allowed for necessary adjustments of project activities and budget to the individual national contexts as well as at the Regional and Global level, in line with the project objectives and expected outcomes. The project delivered all planned activities (at the three levels) largely on time; reaching a high degree of efficacy and efficiency and the evaluators conclude that the project was managed in a satisfactory manner.

Opinions gathered by the evaluators among EC and ILO representatives, point out that the ILO failed in sufficiently communicating the project’s activities and achievements to the EC HQ and Country Delegations.

4.2.6. Impact

The MAP Project has generated important impacts impact at:

The Global level MAP led to a better global understanding of the objectives and methodology of MAP and to the mainstreaming of decent work in the international community.

The Regional level through awareness raising and technical training given to a large amount of participants from MAP and non-MAP countries; the use of regional organisations, ASEAN, SADC, the Pacific Forum, SAARC, and MERCOSUR providing additional capacity for coordination and dissemination; the promotion of regional databases on DWI; etc);

The Country Level through a better understanding of the Decent Work Agenda and its measurement; greater awareness of workers’ needs; improvement of the *enabling environment*; improvement of technical capacities of national partners; improvement of national statistics...; and strengthened national capacities to different extents-to self-monitor and self-assess progress towards decent work)

Also, the MAP contributed a significant added value relative to social dialogue in the countries. Beyond the intended use of the decent work country profile as a tool for advocacy on decent work and for joint advocacy in the programming of decent work strategies, tripartite consultations nationally are considered significant and valuable outcomes.

4.2.6. Sustainability

Globally, the basis for sustainability was established to a large extent through high quality capacity building; awareness raising, stakeholder support for the principles of Decent Work including policy making bodies; positive changes to legislation; and the strengthening of a Decent Work “community”, at national, regional and global levels.

The main constraints to sustainability are insufficient national capacities and/or resources in some countries; and the absence of a fully conducive enabling environment, including lack of complete ownership particularly by the political establishment in several countries.

Whether or not decent work indicators will continue to be collected and analyzed on a regular basis will depend on the level of capacities created at the national level by the end of the project, on the continued availability of funding to implement decent work related surveys and on the political will to do so.

Even though the project enhanced (in different degrees depending on each country) national capacities, it is unclear whether the national capacities created by the project in some countries will be sufficient in themselves to sustain the use of the project’s outputs beyond its end. Further capacity building will be needed after MAP project completion, in order to ensure that the progress towards measuring decent work continues. In most countries the continuation of MAP results will greatly depend on national budget allocations, and especially in those countries in which not only finances and ownership, but also human resource capacities for monitoring and assessing decent work remain scarce. Thus further external financial support will be necessary.

5. RECOMMENDATIONS

With full awareness of the contents and results of ILO's Governing Body deliberations, the current evaluation has shown that the MAP project had a high degree of relevance and its execution was conducted with elevated levels of efficacy and efficiency, generating important impact at the Global, Regional and National levels. Constituents and social national partners from countries considered in this evaluation requested further assistance from ILO and the donor community to consolidate the results achieved to data.

The following recommendations are based on the findings and flow from lessons learned and the conclusions. The recommendations might be useful to the ILO if it intends to continue implementing monitoring and assessment of progress on Decent Work initiatives with its own resources and/or other donor funds.

Recommendation 1: Maintaining support to national efforts in promoting the monitoring and assessment of progress on Decent Work in current "MAP Countries" and to extend the activities to additional countries where assistance is requested and beneficial. Further development of a programme to measure and monitor decent work is recommended.
Addressed to: the ILO. Priority: High. Resources required.

The design process should be based on participatory national consultation with all key stakeholders and assisted by the ILO Offices (national and regional) and experts. The design should also take into account the different national contexts and specific country needs; and resource constraints of each country. The Logical Frameworks need to be well designed. This involves developing country-specific Logical Frameworks, and a "SMART" definition of Objectives, Outcomes and Indicators.

Budgets should be designed to meet the needs and costs of actions that will differ, taking into account different contexts and resources already available in each country. Funding should be sought to make sure that the budget is sufficient to fully staff the project and implement activities with maximum impact. Additionally the budget items should be aligned to financial statements and activities (Global, Regional, national), inputs and outputs/outcomes/results.

The reporting process and instruments needs to be improved by strengthening communication and coordination with participating donors.

As countries request further ILO assistance to develop DW monitoring processes, the evaluators suggest that the ILO further elaborate the selection criteria, and very importantly introduce "enabling environment" considerations, in order to improve the relevance of the programme in the country context and as the basis of significantly improved efficacy, efficiency, impact and sustainability.

Recommendation 2: A greater degree of anchoring of these initiatives in the countries is required. **Addressed to: the ILO and national Partners. Priority: High. Resources required.**

This involves developing country-specific labour force surveys, data collection instruments and national studies taking into account the specific contexts and needs of countries in order to fine tune the Programme's strategy. National Logical Frameworks must also articulate the status of decent work from regional levels to the global level.

The ILO should give further assistance to countries to improve the take up of MAP outputs for use in strategy and policy formulation, focused on the information needs of all constituents. Additional measures are needed with a proactive approach by ILO Country and Regional Offices and ILO HQ and other development partners to ensure the further improvement and utilization of high quality, integrated and coherent Country Profiles.

Recommendation 3: the ILO should have an integrated policy on DW country analysis, focused on the needs of the constituents. **Addressed to: ILO. Priority: High. Resources required.**

It should tap into on the knowledge and expertise of the constituents, fully integrate existing knowledge and experience in the Country Offices, Regional Offices as well as in HQ and other development partners to deliver a high quality, integrated and coherent ILO product.

Recommendation 4: Monitoring and Assessing Progress of Decent Work should be integrated in a single ILO programme, with independence of funding arrangements of its actions at the different levels. **Addressed to: the ILO. Priority: High. Resources required.**

Recommendation 5: The ILO and the EC should join efforts in mainstreaming Decent Work into the national and international policy framework. **Addressed to: the ILO and the EC. Priority: High. Resources required.**

The ILO and the EC should develop strategies to explicitly promote alignment and complementarily with EU strategies in "MAP" countries. The EU should make use of the MAP outputs to improve its strategy to mainstream the Decent Work Agenda.

Recommendation 6: The ILO should reinforce the alignment and linkages made between various ILO country level studies and the development of the DWCP/UNDAF. **Addressed to: the ILO. Priority: High. Resources required.**

In order to do this it is essential that the ILO has an integrated, succinct, standardized way (guidelines) of preparing the DW country situation analysis reflecting the four strategic objectives of the Social Justice Declaration. This guideline should also inform the integration of the DW issues in UNDAFs and in national policy frameworks etc.

Recommendation 7: It may be useful for countries to update Country Profiles on a regular basis according to data availability and make them useful to policy makers with wide dissemination. **Addressed to: the ILO and National Partners. Priority: Medium. Resources required.**

Countries could aim to review different aspects of the profiles as frequently as the data becomes available. In any event, countries should continue to explore and use to the maximum all data sources available to them. Country Profiles could be fully updated on a biennial basis and published and disseminated electronically.

Also, it would be most advisable to prepare national statistical databases of DW indicators, and, when possible, accessible through the internet to all, that can be constantly and regularly updated.

Recommendation 8: Decent Work indicators and country profiles may be developed at various levels: local, provincial, regional, where appropriate. **Addressed to: the ILO and National Partners. Priority: Medium. Resources required.**

Provincial and possibly municipal decent work indicators and profiles, which are needed for large and diverse countries since one national value for Decent Work Indicators may be of limited value given major regional differences within these countries (requiring data at local and provincial level); *Sector profiles* to better reflect the situation in the different branches of the countries' economies (requiring data collection at sector level); and *Sub-regional or regional level decent work profiles*, or at regional institutions level such as ASEAN, EU, SADC, MERCOSUR, since countries in a region or in an economic group have much in common as regards working conditions, and data availability. Support to databases on DW is needed.

Recommendation 9: the ILO could assist countries to regularly and voluntarily report on progress towards decent work - especially within the DW Country Programme cycle and to develop decent work information systems. **Addressed to: the ILO and National Partners. Priority: Medium. Resources required.**

This will provide tripartite partners with accurate information and will have the added advantage of maintaining and improving decent work statistical and legal framework information systems.



ANNEXES

ANNEX 1: KEY INFORMANTS AND PARTICIPANTS IN THE EVALUATION

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Person	Organisation	Position
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Mr. Gerson Banda	Central Statistical Office	Labour Statistician
Mr. Tobias Nybo Rasmussen	International Monetary Fund	Resident Representative

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Ms. ZilaMilupi	ILO	Project Officer
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ANNEX 2: PROJECT REVIEW DOCUMENTS LIST

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46. ILO Measuring Decent Work in Indonesia The Decent Work Country Profile at a glance August 2012
47. ILO Measuring Decent Work in Niger The Decent Work Country Profile at a glance February 2013
48. ILO Measuring Decent Work in Philippines The Decent Work Country Profile at a glance August 2012
49. ILO Measuring Decent Work in Zambia The Decent Work Country Profile at a glance February 2013
50. Monitoring and Assessing Progress on Decent Work in Bangladesh - National Background Study –September 2010
51. Monitoring and Assessing Progress on Decent Work in Cambodia - National Background Study September 2010
52. Monitoring and Assessing Progress on Decent Work in Indonesia - National Background Study –September 2010
53. Monitoring and Assessing Progress on Decent Work in Indonesia - National Background Study: Presentation of surveys September 2010
54. Monitoring and Assessing Progress on Decent Work in Niger - National Background Study –September 2010

55. Monitoring and Assessing Progress on Decent Work in Peru - National Background Study October 2010
56. Estudio nacional de antecedentes Monitoreo y Evaluación de los Progresos del Trabajo Decente en Perú October 2010
57. Monitoring and Assessing Progress on Decent Work in Peru - National Background Study - Presentation of Surveys October 2010
58. Monitoring and Assessing Progress on Decent Work in Zambia - National Background Study April 2010
59. Tripartite Consultation Workshop on Measuring Decent Work Indicators for Bangladesh September 2010
60. Tripartite Consultation Workshop on Decent Work Indicators for Brazil October 2009
61. Tripartite Consultation Workshop on Decent Work Indicators for Cambodia June 2011
62. Tripartite Consultation Workshop on Decent Work Indicators for Indonesia September 2010
63. Tripartite Consultation Workshop on Decent Work Indicators for Peru April 2010
64. Tripartite Consultation Workshop on Decent Work Indicators for Niger August 2011
65. Tripartite Consultation Workshop on Decent Work Indicators for Zambia January 2010
66. Bangladesh - Labour Force Survey Questionnaire August 2012
67. Brazil - Labour Force Survey Questionnaire August 2012
68. Cambodia - Labour Force Survey Questionnaire July 2012
69. Niger - Labour Force Survey Questionnaire May 2013
70. Indonesia - Labour Force Survey Questionnaire August 2012
71. Peru - Labour Force Survey Questionnaire November 2012
72. Philippines - Labour Force Survey Questionnaire August 2012
73. Ukraine - Labour Force Survey Questionnaire March 2013
74. Zambia - Labour Force Survey Questionnaire March 2013
75. Republic of Zambia - CSO - 2012 Preliminary Labour Force Survey Report August 2012
76. National Training and Knowledge-Sharing Workshop on Measuring and Monitoring Progress on Decent Work in Ukraine October 2012
77. September 2012, Lvov, Ukraine - National Training and Knowledge-Sharing Workshop on Measuring and Monitoring Progress on Decent Work in Ukraine
78. June 2011, Jakarta, Indonesia - Capacity-building Workshop Data Analysis for Monitoring Progress towards Decent Work
79. November 2010, Turin, Italy - Training courses: LMI2- Designing labour force surveys & labour force modules for household surveys to measure decent work. LMI 3 - Analysing survey data to monitor labour market conditions & progress towards decent work
80. January 2010, Siavonga, Zambia – Data Analysis Training Workshop for Labour Market Information and Monitoring Decent Work
81. May 2009, Turin, Italy – Training course: Analysing Survey Data to Monitor Labour Market Conditions and Decent Work
82. Tripartite Validation Workshop of the Bangladesh Decent Work Country Profile - Workshop Report November 2012
83. Tripartite National Launch Event of the Cambodia Decent Work Country Profile –

Report November 2012

84. Validation Workshop of Indonesia Decent Work Country Profile August 2012
85. Validation Workshop of the Philippines Decent Work Country Profile November 2012
86. Validation Workshop of Ukraine Decent Work Country Profile April 2011
87. Regional Workshop on Monitoring and Assessing Progress on Decent Work in Asia, 28-30 June, 2010
88. Decent Work Indicators in Africa - A first assessment based on national sources June 2012
89. Monitoring and Assessing Progress on Decent Work (MAP): Overview of Project Activities in Asia June 2010
90. Decent Work Indicators availability and gaps for Cambodia June 2010
91. Introduction, Data Sources on Decent Work Decent Work Indicators availability and gaps: Cases of Cambodia and Indonesia June 2010
92. Decent Work Indicators: Availability and Gaps. The Case of Indonesia June 2010
93. Introduction to Regional Initiatives on Measuring Informal Employment: Cases of Bangladesh and Sri Lanka June 2010
94. Statistics on Informal Employment: Regional Initiatives June 2010
95. Compiling country-level working poverty indicators: Group exercises June 2010
96. Regional Workshop for Anglophone Africa: Strengthening Labour Market Information to Monitor Progress on Decent Work in Africa, 20-24 July 2009
97. Regional Workshop on Monitoring and Assessing Progress on Decent Work in Latin America and the Caribbean May 2011
98. Regional workshop for francophone Africa: Mesure et suivi du travail décent. Atelier technique du BIT pour le renforcement des statistiques et informations sur le marché du travail December 2009
99. Regional Training and Knowledge-Sharing Workshop on Measuring and Monitoring Progress on Decent Work (Kiev, Ukraine - 27-28 September 2012)
100. Regional Training and Knowledge Sharing Workshop for Measuring Decent Work in Asia and the Pacific (Bangkok, Thailand, 27-30 November 2012) February 2013
101. Regional Training and Knowledge Sharing Workshop: Enhancing labour statistics for measuring Decent Work in Asia and the Pacific November 2012
102. Revised Office proposal for the measurement of decent work – indicators October 2009
103. Tripartite Meeting of Experts on the Measurement of Decent Work: Chairperson's report October 2008
104. Measurement of decent work - Discussion paper for the Tripartite Meeting of Experts on the Measurement of Decent Work August 2008
105. Promoting Decent Work for All: The EU Contribution December 2012
106. The Social Dimension of Globalization: the EU's policy December 2012
107. Strategic partnership EU-ILO December 2012
108. Report on the EU contribution to the promotion of decent work in the World December 2012
109. *ILO Decent Work Country Policy Analysis Workshop Report, 2012*
110. *ILO Global Learning Event: International Good Practices in Country Analysis*

ANNEX 3: MAP LOGICAL FRAMEWORK MATRIX (REVISED VERSION 2012)

Intervention logic		Objectively verifiable indicators of achievement	Sources and means of verification	Assumptions
Overall objective	The project seeks to contribute to the realisation of decent work as a contribution to social justice and poverty reduction in developing countries	Number of people deprived of DW decreases	DW statistics from government sources	Policy makers implement policies that promote DW
Specific objective	National partners strengthen their capacity to self-monitor and self-assess progress towards DW.	Track progress of DW objectives included in the National Development Plan (NDP) and other national policies, as well as the DWCP, the DWIs identified as priority indicators will be used to develop future DW strategies.	National policies and strategies documents, DWCP document, national monitoring system reports	Awareness and capacity of national partners to self monitor DW have increased
Result 1	In the pilot countries DWIs are identified in consultation with government and national partners and statistics are produced and analysed in line with national decent work strategies and ILO DWCP.	DWIs are identified by national partners, statistics on DW are collected, DW indicators are compiled (processed and tabulated), DWIs are used for national assessment on progress towards DW (DW Country Profile), and the main results of the national study are used in policy analysis, especially for the DWCP designing and monitoring.	DW indicators database developed, statistics published, national studies published	Government and policy makers are developing DWCP and DW strategy into the national development plan. They are ready to involve the NSO and MLSS in the production of DWIs in order to integrate key DWIs into the national monitoring system
Result 2	In the pilot countries, government, social partners (employers and workers representatives) and other stakeholders are more aware of the dimensions and the level of DW in the country, their capacity to carry out research related to DW has increased, and ownership of the concept of DW has increased.	National partners have been trained on DWIs, social dialogue and policy recommendations have been publicized in the national media.	Training reports, mid-term and final reviews, media campaign materials.	Government and policy makers, national partners have been informed and trained and DW statistics are published and disseminated at the national level.
Result 3	Governments and stakeholders in countries that are not among the pilot countries in the MAP project, have the capacity to initiate their own work on the monitoring and assessment of progress towards DW	All interested parties (EC,ILO, international organisations) and constituent/ stakeholders are aware of and have access to the global methodology and relevant material	Manuals have been published, global website is running and has been publicised	Governments and stakeholders in non pilot countries, are interested in self monitoring and assessment of DW
Activities related to Result 1 (pilot countries)	Outcome	Output	Input	Assumptions
	1.1 Background study on existing national DW statistics is conducted in the country Activity 4	Output 1.1: National background study is published and disseminated to national partners	National consultants Workshop costs (travel costs for ILO officers, experts, cost per participants, etc).	Some minimal level of statistics collected in the past is relevant to DW Government and stakeholders are interested in promoting better DW
	1.2 National consultation workshop with social	Output 1.2: workshop report is published and a		

	<p>partners and NSO to identify the DWIs relevant for the country Activity 5</p> <p>1.3 National capacities on data tabulation and statistics on DW are produced and tabulated, then used for the national study or DW Activity 6.)</p> <p>1.4 National capacities on data collection are enhanced (survey questionnaire design, survey implementation, administrative database management...) Activity 6</p>	<p>list of DWIs for the country is available to be used for the monitoring system of the DWCP and/or the national development policy.</p> <p>Output 1.3: Data tables produced for the development of a database on DWIs at national level.</p> <p>Output 1.4: statistical instruments improved (questionnaires, databases), reports from experts on technical missions</p>	<p>Service contract /MoU to NSO and relevant institution, with technical support from ILO and external experts.</p> <p>Service contract/MoU to NSO and relevant institution, with technical support from ILO and external experts.</p>	<p>indicators</p> <p>NSO and other relevant institutions have the capacity to compute and tabulate the DW indicators, and to develop a database on DWIs.</p> <p>NSO and other relevant institutions have the capacity to collect the DW indicators.</p>
Activities related to Result 2 (pilot countries)	Outcome	Output	Input	Assumptions
	<p>2.1 Training workshops on data analysis for NSO, government officers, policy analysts, national researchers, and social partners at national level Activity 6</p> <p>2.2 National study on DWIs to analyse trends and gaps on DW, accompanied by a policy document to formulate recommendations on how DW statistics could be improved and how different labour and economic policies and overall policy coherence can contribute to reducing gaps in DW Activity 7</p> <p>2.3 National meeting with stakeholders, government and social partners to validate the results of the study and formulate policy recommendation Activity 8s</p> <p>2.4 Media campaign and launch event on DW trends and social partners policy recommendations Activity 9</p>	<p>Output 2.1: training workshop reports</p> <p>Output 2.2: national study is published (after validation by national partners)</p> <p>Output 2.3: validation workshop report, policy recommendations formulated</p> <p>Output 2.4 media materials produced, campaign report, policy recommendations or roadmap to mainstream DW into national planning and budgeting</p>	<p>National consultants, international experts, ILO officers</p> <p>Consultants, research, writing and editing costs, and publication costs</p> <p>Workshop costs (travel costs for ILO officers, experts, cost per participants, etc).</p> <p>Costs of media material and campaign support</p>	<p>Appropriate people are identified and available to take part in the training. National request to take part in the training</p> <p>NSO, MLSS, national partners and relevant institutions have the capacity to analyse DW data</p> <p>Government and social partners are interested in using social dialogue and DW indicators as a basis for policy formulation</p> <p>Media is interested in DW</p>

	Outcome	Output	Input	Assumptions
Activities related to Result 3	3.1 Hold a global meeting on DWIs Activity 1			
	3.2 Initiate and maintain a website portal on monitoring and analysis of DW related to MAP project activities and DWIs database. Activity 2		1/ Workshop costs (venue, interpretation, travel costs for ILO officers, experts, cost per participants, etc).2/ Consultant for reporting	Appropriate people are identified and available to take part in the training Sufficient staff time is available to maintain the website
	3.3. Hold regional training workshops on DW to generate awareness and interest about DW to building future research capacity and ownership at the national level Activity 3	Output 3.1: methodological notes and presentations; conference report	IT consultants staff time	Appropriate people are identified and available to take part in the training and participate in to “informal DW network”
	3.4. Hold training and knowledge sharing workshops at regional level, to disseminate methodologies, statistics, and experiences from pilot countries and promote replication Activity 10	Output 3.2: web design, software Output 3.3: workshop reports Output 3.4: workshop reports, technical notes	1/ Workshop costs (travel costs for ILO officers, experts, cost per participants, etc).2/ Consultant for reporting 1/ Workshop costs (travel costs for ILO officers, experts, cost per participants, etc).2/ Consultant for reporting	Appropriate people, including people not included in the list of pilot countries, are identified and available to take part in the workshop
	3.5 Incorporate statistics on key dimensions of DW into global and regional databases, by supporting as starting point, national databases on DW. Activity 11	Output 3.5: statistics database on DW and legal indicators database Output 3.6: conference report	1/ Workshop costs (travel costs for ILO officers, experts, cost per participants, etc).2/ Consultant for reporting	High quality data in key DWIs is available A draft manual is available and appropriate people are identified and available to take part in the validation conference
	3.6 Global conference to validate the methodology developed from pilot countries experience and regional workshops feedback Activity 14	Output 3.7: manual published Output 3.8 toolkit published	1/ Conference costs (venue, interpretation, travel costs for ILO officers, experts, cost per participants, etc).2/ Consultant for reporting	The methodology has been successfully developed over the project cycle and has been validated by the final global conference
	3.7 Publish final manual on new global methodology on national monitoring & assessment of progress on DW and toolkit for mainstreaming DW in technical cooperation projects. Activity 12		1/ Consultants, editing, translation, publication, dissemination	The methodology has been successfully developed over the project cycle and has been validated by the final global conference
	3.8 Publish a toolkit for mainstreaming DW in EU technical cooperation projects Activity 13		1/ Consultants, editing, translation, publication, dissemination	

ILO Emerging Good Practice Template

Being currently revised, new version end of 2013

Evaluation Title: Monitoring and Assessing Progress on Decent Work
Project TC/SYMBOL: INT/07/15/EEC

Name of Evaluator: Rafael Muñoz Sevilla, David McCormick, Nayra Bello, Juan Manuel Santomé
Date: April 2014

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<p>The tripartite consensus-building process identified and agreed set of decent work indicators, approved drafts of Decent Work Country Profiles, helped build national ownership, increased interest in and advocacy for decent work and provided a fact-based basis for social dialogue.</p> <p>This good practice links to the Specific Objective 1 of the Project “National partners strengthen their capacity to self-monitor and self-assess progress towards DW and its “Result 2”: In the pilot countries, government, social partners and other stakeholders are more aware of the dimensions of the level of decent work in the country, their capacity to carry out research related to decent work has increased and ownership of the concept of decent work has increased”.</p>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<p>In addition to a request from the government, the commitment of the tripartite constituents to the concept of measuring decent work and their willingness to engage fully in the process should be given a strong weight to the decision to undertake the development of indicators and a Decent Work Country Profile. Where statistical capacity needs to be built, resources to collect data consolidate achievements will need consideration as well.</p>

Establish a clear cause-effect relationship	In countries where there was strong tripartite consensus, government support and good data (like Brazil and the Philippines) the development of indicators and profiles was rich and sustainable.
Indicate measurable impact and targeted beneficiaries	The involvement of tripartite constituents served as a frame of reference for agreement on broader decent work priorities: recognizing the need to monitor, identifying who will monitor and how, and deciding how to implement it. Stakeholders interviewed saw the potential for using the indicators to inform priorities in countries' development frameworks and Decent Work Country Programmes.
Potential for replication and by whom	Strong potential for replication for processes to develop country analysis, including inputs for Decent Work Country Programmes and UNDAFs.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Used to identify an agreed set of decent work indicators, approval of drafts of Decent Work country profiles. Consultation increases interest and advocacy in the programming of decent work strategies and the mainstreaming of decent work (Outcome 19)
Other documents or relevant comments	

ILO Lesson Learned Template

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Name of Evaluator: Rafael Muñoz Sevilla, David McCormick, Nayra Bello,
Juan Manuel Santomé **Date:** April 2014

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	The assumption in the project design of the availability of ILO regular staff (focal points) in the field to carry out MAP duties was overly optimistic, resulting in some delays. The project only provided for the CTA, a project assistant (50%) and two regional coordinators (Latin America, Asia) who were only funded for a part of the project's lifespan.

Context and any related preconditions	The project was large and complex, covering 9 countries and four regions, and required the delivery of highly technical outputs, the organization of consultations and numerous workshops and training seminars, which involved many stakeholders.
Targeted users / Beneficiaries	Key stakeholders and institutions in the countries covered.
Challenges /negative lessons - Causal factors	Management and coordination the project was hampered by less than optimal level human resources assigned to the project. ILO staff focal points were expected to undertake coordination, technical and media campaign responsibilities in addition to their regular duties, which resulted in work overload in many MAP countries and some delays.
Success / Positive Issues - Causal factors	The commendable level of dedication and professionalism of ILO field staff and HQ technical departments plus the support from ILO regional and country offices ensured delivery.
ILO Administrative Issues (staff, resources, design, implementation)	The design of the project should have foreseen greater support in the field according to the geographical coverage of the project. There was no project coordinator in Africa, for example.





ILO Lesson Learned Template

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Juan Manuel Santomé **Date:** April 2014

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
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Brief description of lesson learned (link to specific action or task)	<p>Several factors, including: solid political and constituent commitment, institutional capacity, and availability of relevant statistics at the outset of the process were important contributors to an enabling environment that facilitated the successful implementation and enhanced constituent ownership of the decent work indicators and Profiles in the pilot countries.</p> <p>This lesson learned links to the Specific Objective 1 of the Project “National partners strengthen their capacity to self-monitor and self-assess progress towards decent work”, particularly Result 1: “In the pilot countries decent work indicators are identified in consultation with governments and national partners and statistics are produced and analysed in line with national decent work strategies and ILO Decent Work Country Programmes.</p>
Context and any related preconditions	<p>The contexts and state of the economic development of the pilot countries varied greatly and had an impact on their abilities to provide complementary technical capacity or funding to the implementation of MAP activities or their follow-up. Several countries required considerable support to collect data and raise institutional capacity, while others did not.</p>
Targeted users / Beneficiaries	<p>National Statistical Offices, key stakeholders and institutions, social partners.</p>

Challenges /negative lessons - Causal factors	In a few countries the level of stakeholder participation and engagement was constrained by such factors as the level of available resources, a low degree of commitment or tripartite consensus and a lack of a cooperative environment. These factors should likely have been given greater weight in the choice of pilot countries, and more thorough consultations and needs assessments should have been carried out.
Success / Positive Issues - Causal factors	Those countries where project implementation was smoothest were characterized by active involvement and close collaboration with key stakeholders and institutions, high technical capacities for producing statistics and good cooperation among the social partners. Capacity building was an objective of the project, and several of the pilot countries with low capacity appreciated the support of the ILO through the MAP project to improve their statistics. Where this was the case, the other factors of a good enabling environment were even more important.
ILO Administrative Issues (staff, resources, design, implementation)	

ILO Lesson Learned Template

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Juan Manuel Santomé **Date:** April 2014

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<p>The consensus-building tripartite process used by MAP to identify and validate indicators and Decent Work Country Profiles was an important factor of its success.</p> <p>This lesson learned links to the Specific Objective 1 of the Project “National partners strengthen their capacity to self-monitor and self-assess progress towards DW and its “Result 2”: In the pilot countries, government, social partners and other stakeholders are more aware of the dimensions of the level of decent work in the country, their capacity to carry out research related to decent work has increased and ownership of the concept of decent work has increased”</p>

Context and any related preconditions	Project countries varied greatly with regard to capacity of the statistical institutions to provide data and the availability of statistics to calculate the indicators. Constituents in countries also differed in their level of commitment to the concept of decent work indicators.
Targeted users / Beneficiaries	The tripartite constituents and national statistical entities.
Challenges /negative lessons - Causal factors	In countries where a tripartite approach had to be created from the ground up, work evidently progressed more slowly than in those with a solid social dialogue traditions or institutions.
Success / Positive Issues - Causal factors	The tripartite consultations identified an agreed set of decent work indicators, commented on and approved drafts of Country Profiles, helped build national ownership, increased interest about and advocacy for decent work, and moreover provided a fact-based basis for social dialogue.

ILO Administrative Issues (staff, resources, design, implementation)	The organization regional workshops and global consultations by the ILO with its tripartite constituents for the sharing of experiences and lessons learned from the national level tripartite processes contributed to refining methodologies and increasing interest in the profiles beyond the MAP project countries.
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