



SECOND ITEM ON THE AGENDA

Evaluations**(c) Country programme evaluation: The Philippines****I. Introduction**

1. In November 2005, the Governing Body adopted the new ILO policy and strategy on evaluation,¹ which called for the ILO to conduct independent evaluations of ILO country programmes to promote decent work. Initially, at least one evaluation was to be conducted annually, with the goal of providing an independent assessment of progress made and lessons learned. Outputs of the evaluation were to help identify good practices in decent work country programmes (DWCPs).
2. Consistent with this global policy, the ILO has evaluated its country programme of support to the Philippines.² The Philippines was selected in part due to its long history of tripartism and the fact that it was one of the first member States to explicitly adopt “decent work and productive employment” as a development objective in its national development plan. The plan features decent work as a central instrument of poverty reduction.
3. The purpose of the Philippines country programme evaluation is to provide an independent assessment of approaches taken and progress made, and to identify lessons learned to inform further strategy development. The evaluation, which focuses on ILO’s programming approach and activities, is forward-looking and includes recommendations to help focus priorities, strengthen strategies and improve organizational effectiveness.
4. The evaluation was managed by the Evaluation Unit (EVAL) in close coordination with the ILO Regional Office for Asia and the Pacific (RO Bangkok) and the ILO Subregional Office (SRO Manila). The evaluation team consisted of three persons: an external evaluator and two ILO evaluation officers. The evaluation also benefited from the regular involvement of the national tripartite constituents, particularly in deciding the scope and process to be followed.

¹ GB.294/PFA/8/4.

² This a summary of the full evaluation report, which can be read at www.ilo.org/eval.

5. Because the country programme evaluation is the first to be conducted under the ILO's new evaluation policy, the methodology emphasized documenting experiences from the Philippines case to apply elsewhere. Key aspects covered were:
- (a) the role and relevance of the ILO in the Philippines, its niche and comparative advantage and United Nations partnership experience;
 - (b) tripartite participation and partnership;
 - (c) the focus and coherence of programme design and strategies;
 - (d) evidence of the direct and indirect results of ILO contributions;
 - (e) the efficiency and adequacy of organizational arrangements.

II. Country-level strategy and programming framework

Role and relevance of the ILO in the Philippines

6. The Philippines continues to face major development challenges, including chronic rural poverty and a growing population of urban poor. Rapid population growth has not been accompanied by a sufficient number of jobs created to meet demand. Of those jobs created, many have tended to be in the informal economy or of poor quality. Resolving labour market issues and ensuring decent work to attain adequate incomes are central to the Government's development agenda. The ILO has worked closely with the tripartite constituents to address policy frameworks for employment and competitiveness, local economic development, and interventions to improve the situation within the informal economy.
7. The Philippines has a long history of social dialogue and the institutions created have evolved into legitimate mechanisms for resolving complex labour market issues. The ILO has contributed substantively and continues to actively support efforts to strengthen tripartite dialogue, particularly to address a wider economic and social spectrum to better encompass women, small businesses and people active in the informal economy.
8. The ILO's contribution is also an integral part of a larger United Nations effort which aims to respond to key underlying causes of poverty and exclusion, including inequitable economic growth and ownership of assets, weak governance, and unequal access to opportunities and basic social services.
9. Overall, the ILO's programme and associated interventions demonstrate a good "fit" with national priorities within the Decent Work Agenda. In addition, the ILO has focused its work on priority areas where standards, rights and social dialogue are integral.

Appropriateness of the ILO's evolving programming framework

10. The ILO's programming framework in the Philippines has undergone major change in recent years. This has partly been caused by broader reforms, including the ILO's introduction of strategic budgeting and results-based programming within a country framework.³ The adoption of the Millennium Development Goals in 2000 created

³ Before 1999, the ILO prepared country objectives documents which emphasized activities to take place during the biennium. However, with the introduction of strategic budgeting, more attention was to be given to accountability for results and linking of resources to more strategic outcomes.

momentum to consolidate the international development agenda around a finite set of core objectives. Calls for harmonization among United Nations agencies led to the establishment of the United Nations Development Assistance Framework (UNDAF). These processes were reinforced when international agencies endorsed the 2005 Paris Declaration,⁴ which pledged agencies to implement the principles of country ownership, alignment, harmonization, managing for results, and mutual accountability.

- 11.** The ILO's Decent Work Country Programme for the Philippines, first drafted in 2005, represents the end-product of a five-year process involving: (i) two generations of the tripartite National Plan of Action for Decent Work (NPADW); (ii) a new Philippine development plan for 2004-10 (MTPDP); and (iii) two generations of United Nations common country assessments (CCAs) and two versions of the UNDAF based on those CCAs. Table 1 clarifies the chronology of these processes and provides the "road map" for understanding the current programming context.

Table 1. The "road map" leading to the DWCP in the Philippines

| Activity | Time frame | Successful aspects | Unresolved issues |
|---|------------|---|---|
| ILO active in UNDAF I through UN country team | 1998-2003 | Development Assistance Framework (UNDAF) linked ILO activities to UN priority areas of cooperation | UNDAF loosely defined, with only vague guidance for setting expectations and managing the processes through which agencies contribute |
| Drafting of National Plan of Action for Decent Work | 2001 | Major step towards achieving tripartite consensus around a limited number of agreed priorities | The ILO programme of work remained fragmented and its support was still spread across too many areas of work |
| Initial design of a decent work pilot programme | 2002-03 | Four priority areas of work focused ILO efforts, including emphasis on resource mobilization | The ILO programme of work remained fragmented and there was continued need for activities falling outside priority areas |
| Creation of Decent Work Tripartite Advisory Committee | 2002 | Provided regular forum for discussion of issues and strategies; enhanced exchange and dialogue; solidified agenda for collaboration to address prioritized issues | Governance unclear in terms of membership, decision-making, and roles and responsibilities; underdeveloped results-based approach to integrated planning |
| Preparation of common country assessment for drafting UNDAF II | 2003-04 | Decent work issues integrated into the CCA and UNDAF; ILO programmes supported four of the five UNDAF outcomes | Little attention to the collective results agencies strive to attain; UN-wide poor understanding of how CCA and UNDAF will work, misalignments between UN and ILO programming |
| Dialogue related to MTPDP (Medium-term Philippine Development Plan) | 2004 | Government called for labour policies to be guided by principles of decent and productive work | No specific changes to programmes and budgetary allocations |
| Development of the common agenda: 2005-07 | 2004 | Consolidated and reconfirmed the priority areas of tripartite focus and collaboration in relation to new MTPDP 2005-09 | Lack of indicators to focus the expected results and time frames; wide coverage of areas makes implementation difficult |
| Drafting of DWCP | 2005 | Streamlined major components under two main priority areas. Delivered implementation plan for outputs and outcomes | No results matrix as of yet. Mapping of links to UNDAF and national tripartite common agenda still incomplete |

⁴ Paris Declaration on Aid Effectiveness: Ownership, Harmonization, Alignment, Results and Mutual Accountability, High-level Forum on Aid Effectiveness, 2 March 2005.

12. Beginning in 2001, the tripartite constituents of the Philippines worked closely with the ILO to agree on an NPADW in line with the country's medium-term development plan. The Decent Work Tripartite Advisory Committee of the Philippines has since worked to carry forward the preparation, implementation, monitoring and revision/updating of the national plan. Since 2004, the NPADW has evolved into "a common agenda", signifying its role in setting the framework for ILO work. Complementing this is the ILO's nascent decent work country programme (DWCP), the implementation plan for which now outlines the ILO's operational plan to support the constituents in implementing their action plan.

UNDAF and NPADW progression

13. The Office has spearheaded two major programming progressions, with little in the way of a road map to provide guidance to the Manila SRO and constituents. One consequence was a certain ambiguity about such issues as: (i) the linkages and complementarities among programming frameworks; and (ii) accountabilities of the Office vis-à-vis the ILO's programming framework, national tripartite common agenda, and UNDAF. There also now appears to be some evidence of too high a level of effort to support the two agendas (i.e. the UNDAF and the NPADW). Nevertheless, given the fact that this was an unprecedented exercise in the Philippines, the process should be considered successful. Key actors were deeply engaged in the process, and the social partners themselves now take pride in the fact that they reached common ground on several contentious issues. This five-year period has been, in effect, a steep learning curve for all concerned.
14. The Office has not been clear and efficient in rolling out its country programming. This was primarily in terms of not providing consistent guidance and support regarding the United Nations and constituent planning processes. Those processes appear to have been complex, unclear, and time consuming for both the Manila SRO and constituents. While this reflects a dynamic characteristic of the United Nations system as a whole, the Office in a sense replicated the process within the context of the tripartite structure in the Philippines. As the Office continues its emphasis on sound strategy development, greater efficiency can be captured through more focused guidance and management processes.

Creating and sustaining a results mindset

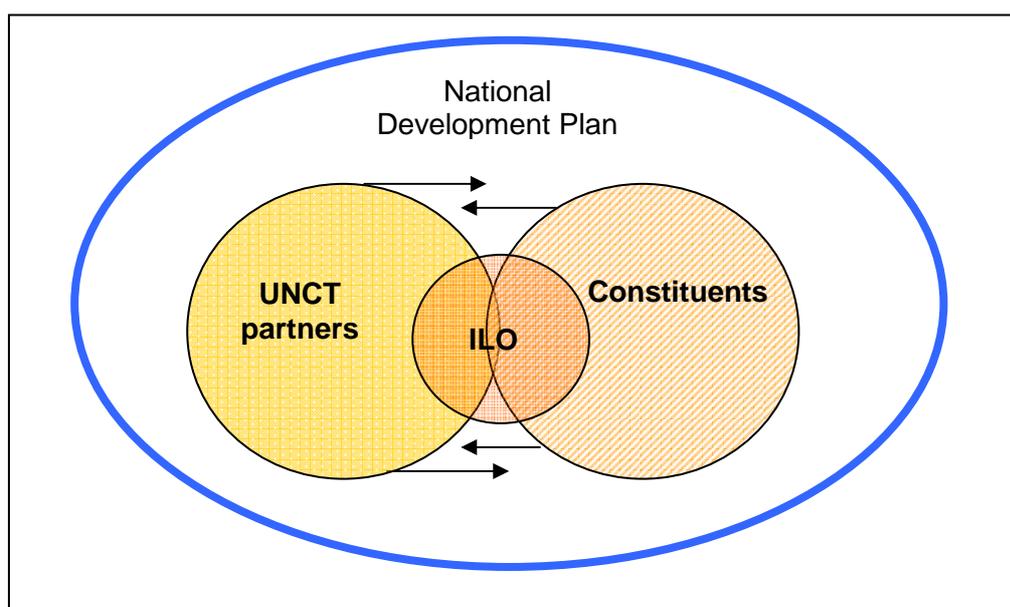
15. During the time frame of this evaluation (2000-05), the ILO's country programme was based on the four strategic objectives, with loosely-defined connections to the evolving UNDAF and NPADW. During the 2005-06 time frame, however, the DWCP is being formalized and a more formal results approach is being incorporated. Overall, the DWCP is well-aligned with constituent priorities, but still lacks the necessary level of detail for full accountability defining the outputs and outcomes. The Manila SRO has made progress, particularly in terms of sensitizing national constituents and other partners on their accountability for results. Key messages delivered include:
 - The ILO's role is to support a broader decent work national agenda but, given resource constraints, the Office's efforts should address a small but strategic portion where it has the greatest potential for influence.
 - Accountability for achieving results would be shared by all.
 - The ILO has the mandate to promote ratification and application of international labour standards and, as such, is an initiator and voice for setting priorities within this context, even where these touch on politically sensitive issues.

16. The Office has modified its programming to progressively reflect feasibility considerations revolving around available resources and technical capacities. However, interviews with ILO staff and the constituents suggest that the Office has not done an optimal job of clearly defining to constituents and United Nations partners its vision at country level. While the Decent Work Agenda provides an overarching framework, it is not in and of itself sufficient to provide that vision (i.e. it is a general set of concepts not necessarily customized to the Philippine country and labour market context). This makes it difficult for the Office to set clear priorities that both link back to a clearly articulated strategy and that are supported by realistic budgets and time frames.

Strategic partnerships for national development

17. The ILO is positioned through UNDAF and the NPADW to link decent work and tripartite voice and action to the broader United Nations framework and, by implication, the national development framework. Up to now, however, there is still little operational overlap between the two sets of partner networks (see figure 1 below); this is unfortunate given that many of the issues and the nature of the work are consistent across frameworks. Though some joint initiatives can be noted, the interlinking of players has been very limited.

Figure 1. Current configuration of partners in relation to country frameworks



18. The ILO's programme of support to the Philippines has evolved through a sequenced consultative process that has incorporated, on an ongoing basis, the interests of constituents, the global Decent Work Agenda as articulated in the ILO's programme and budget, and the United Nations country development framework and operations of the United Nations Country Team (UNCT). The Tripartite Decent Work Advisory Committee is developing into an effective forum for strategic planning and coordination. However, its performance could be further supported with an emphasis on strengthening social dialogue on key but difficult issues (e.g. flexibility and protection in the labour market), and on defining more clearly decision-making and accountabilities.
19. For the national constituents, there are clear accountabilities to the national development framework, whereas for the ILO, its support is more and more to be channelled through a consolidated United Nations programme. This raises ambiguity regarding governance

mechanisms for the Office at country level. To whom is the Office accountable and how is this acted upon? Likewise, how are constituents to participate in the UNDAF process as consolidation and United Nations harmonization proceeds at country level?

20. The ILO has been and continues to participate in joint United Nations programmes. It collaborates reasonably effectively with other United Nations agencies in joint planning, resource mobilization, implementation of the UNDAF, and reporting and review. The ILO is now starting to improve its efficiency by streamlining processes, although much work remains to be done. Further, the mechanics and division of roles and responsibilities across United Nations agencies require further refinement.
21. For other implementing partners, the challenge remains sustainability. The Office needs to assist in building capacity to seek additional funding. Longer-term, NGOs and other community groups involved in ILO project work need to think in terms of transitioning to a private sector model and entrepreneurial approach.
22. The ILO has demonstrated an ongoing commitment to building a dialogue and consultative process with national constituents. The Office has taken steps to broaden the representative nature of the tripartite steering committee by proposing expanded membership. However, interviews with various partners who have worked closely with the ILO for years indicate mixed feelings about the ILO's role and the depth of consultations. Some informants felt that the ILO proposes more ideas than it solicits and that inputs from the social partners are sometimes given less weight when they do not conform to ILO parameters. Several informants also noted that they were confused about the wide array of activities going on at any one time and unclear about how those activities would, as a whole, contribute to implementing the NPADW. However, the social partners also recognize that tripartite consensus building is time- and resource-intensive and that the ILO is the only organization with the mandate and technical resources to maintain momentum and guide the implementation of the agenda.
23. The good functioning of the tripartite committee creates opportunities for coordinating joint programming that should not be missed by the Office. Generally, there is need to better promote the common vision and shared programme of decent work. This would allow the unique contributions of tripartite members and processes to be leveraged. Many agencies are insufficiently aware of these comparative strengths.

Focus and effectiveness of ILO technical support in the Philippines

24. The ILO's support to the Philippines is directly managed by the Manila SRO, with additional technical backstopping by the Bangkok Regional Office and Geneva headquarters. Since 2001, the Manila SRO's technical cooperation programme has been implemented using a little over US\$10 million in extra-budgetary resources, around half of which was to combat child labour. These resources complement the roughly US\$6 million in SRO regular budget resources estimated to be used for the Philippines over the same period.
25. ILO interventions have been many and generally dispersed across the four decent work strategic areas. The calibre of work was found to be high and was generally considered very effective. Work supported through technical cooperation resources has aimed to: (i) protect domestic workers; (ii) eliminate child labour within targeted sectors and implement a comprehensive, time-bound programme (TBP) to address the worst forms of child labour (WFCL); (iii) enhance infrastructure linked to rural income and productivity; (iv) facilitate youth employment and vocational skills development; (v) promote gender equality and indigenous people's rights; and (vi) help mainstream decent work at national, regional and community levels. Much of this work was supported through technical cooperation resources.

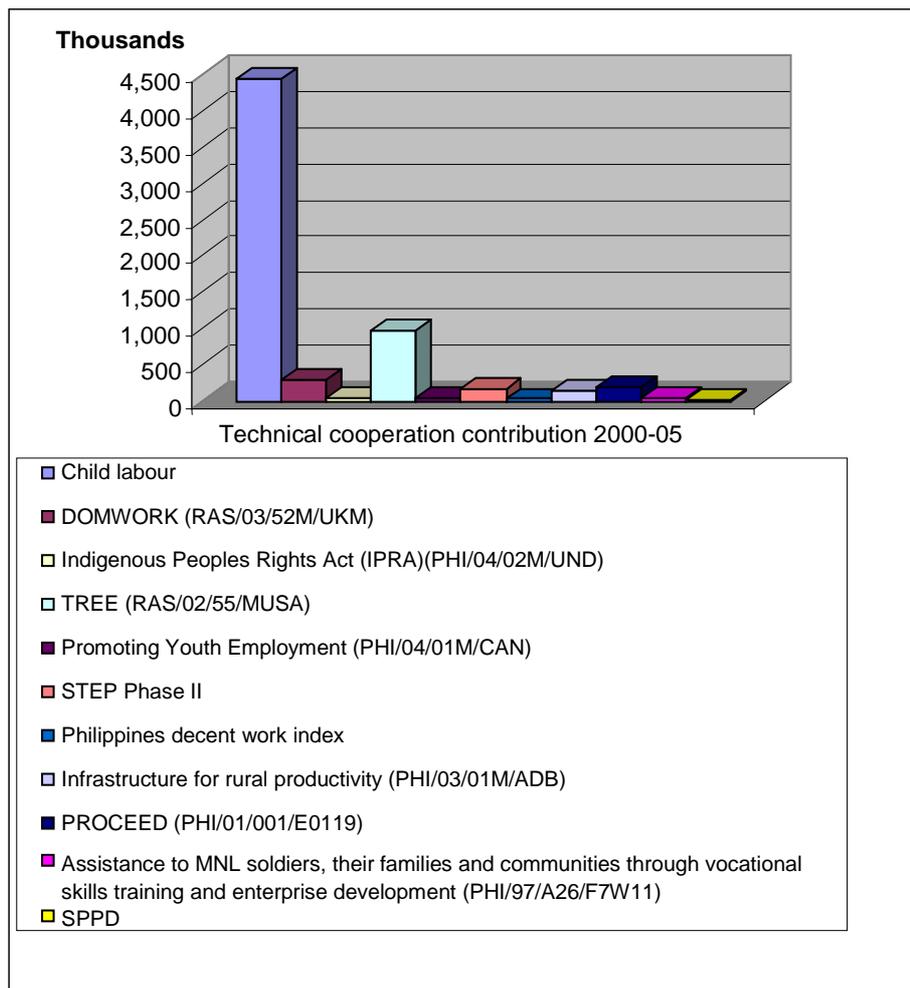
26. The initiatives have been integrated with regular budget technical assistance that supports a rights and standards-based approach to decent work. SRO expertise has been deployed in support of ratification and implementation of ILO standards, including tripartite review of constraints to ratifying remaining ILO core Conventions, as well as priority Conventions on labour inspections and maritime standards. Also, cross-cutting work has been carried out on gender equality, integration of the social partners through increased capacity-building initiatives and direct participation in project planning and implementation.
27. A breakdown of ILO country programme interventions is provided in figure 2.⁵ Figure 3 shows the breakdown of extra-budgetary technical cooperation in the Philippines by project.

Figure 2. NPADW priorities and ILO support, based on 2004 common agenda workplan

| | |
|-------------------|--|
| Rights at work | <p><i>NPADW: Jointly committed to support ratification of prioritized Conventions and to strengthen the application in practice of certain ratified ILO Conventions. In addition, there was joint commitment to extend standards to men and women in the informal sector, address the incidence of hazardous and worst forms of child labour, and improve legal and social protection for overseas workers.</i></p> |
| | <p><i>ILO: The ILO has supported the promotion of ratification and application of Conventions dealing with migration, forced labour, maritime workers, indigenous peoples, and other important issues through technical advice, training programmes, and formal and informal guidance to partners. The ILO has also supported the social partners, particularly government, in strengthening implementation of ratified Conventions. While much progress has been made, there remain several legislative bottlenecks, and implementation of some Conventions has been incomplete and ineffective to date.</i></p> |
| | <p><i>ILO: The ILO has provided large-scale technical and financial support to combat the WFCL in the Philippines. The child labour programme has made a major contribution to achieving national efforts to combat child labour.</i></p> |
| Employment | <p><i>NPADW: Agreement was reached that creating more decent employment opportunities is an important and necessary complement to the Government's macroeconomic policies. Also of concern has been the need to address tensions around raising incomes and "conservation" of jobs due to low productivity and mismatch of college graduates and school leavers not having the right skill sets for new job opportunities.</i></p> |
| | <p><i>ILO: The ILO's support for this objective has involved an emphasis on the poor, women, youth and other disadvantaged groups. The ILO has also supported employment creation in micro-enterprises and SMEs, promoted local employment and entrepreneurship, and supported youth employment.</i></p> |
| Social protection | <p><i>NPADW: Of emphasis was the limited coverage that exists with respect to all aspects of social security, and prioritized the extension of social security and health insurance coverage to excluded populations. Also identified as important was expanded coverage for migrant workers, including domestic workers, returning overseas Filipino workers, and other vulnerable workers. Finally, the agenda emphasized the need to promote safety and health and labour conditions in the workplace.</i></p> |
| | <p><i>ILO: The ILO's support was concentrated in protection of domestic workers and extending social protection to vulnerable women, mainly through health insurance schemes. The ILO has provided mixed interventions to broadly address labour protection and HIV/AIDS in the workplace.</i></p> |
| Social dialogue | <p><i>NPADW: Among the constraints identified by the social partners were lack of access and participation in social dialogue by women and other vulnerable groups in society. Priority was given to understanding of issues, developing new tools and models in organizing and collective bargaining. Also identified was building the capabilities of social partners and non-traditional actors for appropriate sector representation. Another area of focus was to improve mechanisms for alternative dispute settlement, and to promote more informed debate and dialogue on employment-related issues.</i></p> |
| | <p><i>ILO: The ILO provided technical support in developing social dialogue and partnership at national policy level, which helped constituencies to conclude the Social Accord for Industrial Peace and Stability. The ILO supported the key social partners for strengthening organizational capacity to expand membership and to improve representation through new member services and products.</i></p> |

⁵ Detailed assessment of the effectiveness of these interventions is provided in the long report.

Figure 3. Breakdown of extra-budgetary technical cooperation in the Philippines by project



General observations regarding ILO technical support

28. Coherence. There is an ongoing dialogue among constituents regarding the relative importance to be placed on various strategy components of the NPADW. In reviewing the portfolio, it appears that the planning process should not only take into account the relative importance given to various initiatives, but should consider the momentum and scale that can be brought to bear in registering changes. In this regard, the ILO's support appears broadly spread and, in many areas, lacking critical levels of activity. Perhaps as a consequence, there is a lack of integration and linkages among ILO programmes such as youth employment, vocational skills training and targeted interventions to support vulnerable individuals, such as domestic workers and child labourers.

29. Formal and informal economies. The ILO has designed its programme to target both the formal and informal economy, relying on technical cooperation to conduct downstream pilot activities with initiatives to link this to policy influence. Its support to both the formal and informal economy actors has been delivered through close collaboration with social partners, including research, advisory services, and institutional capacity building. Given the realities of the current Philippines labour market, there is a need to focus attention on the informal economy in both rural and urban areas. The majority of Filipino workers would benefit from enhanced skills and productivity, increased incomes, and better protection of vulnerable workers through efforts to formalize the informal economy. This

suggests that tripartite strategies need to be further developed to address decent work issues for workers and enterprises in the informal economy.

30. **Local development strategies.** The Philippines has devolved considerable decision-making to the regional and local government unit (LGU) level, which creates challenges in implementing policies and reform measures. In this regard, it is important to assess the extent to which downstream initiatives can and do bring about sustainable change. Notable is the scarcity of ILO integrated local development initiatives as entry points for influencing devolved policy and practice. This suggests that the Manila SRO must work more closely with the social partners to assess the feasibility and effectiveness of proposed initiatives at local levels before proceeding to implementation.
31. Efforts are accelerating to increase ILO visibility at local level, with Office management visiting project sites and participating in local-level forums. This higher profile also has positive effects on motivation and good will among local partners.

III. Organizational effectiveness

32. Improving ILO effectiveness requires attention to the internal policies and practices that shape its operational environment. Thus, as part of the evaluation, key enabling organizational dimensions were considered vis-à-vis standards of performance.
33. **Managing for results.** Analysis of interview data and observations of office workflow suggest that there is uneven familiarity and “know-how” of staff and constituents about strategic planning and implementation in general and the DWCP modality in particular. The Manila SRO team would benefit from more direct support and sharing of experience from within the ILO. In addition, support to build Office and constituents’ capacity to design, appraise and revise project documents to better reflect the DWCP strategy would be useful.
34. A comprehensive review of recent initiatives suggests that the Office has followed through on its strategies to the point of articulating exit strategies, but has not systematized review of follow-up. The Office has mobilized resources in the form of projects. Though largely donor-determined, the approach still reflects, in part, a project mentality that is not conducive to addressing issues of sustainability once technical cooperation funding falls off; Office and constituent accountability for taking the initiative forward appears to wane.
35. The Office is now beginning to address these issues, both with regard to its own internal processes and supporting the constituents in improving their own results focus. The current development and finalization of a formal DWCP is potentially an important achievement for the Office, particularly if the DWCP can be established as a “living and breathing” workplan that staff take ownership of and that clearly lays out responsibilities, accountabilities and resources.
36. The Manila SRO management is broadening the vision of the Office and more explicitly identifying direct and indirect linkages between the DWCP and broader issues of poverty reduction and achieving the MDGs. A clear programme logic is emerging, with high-level strategies cascading to semi-structured levels of actions and outputs. Outcomes with associated progress indicators and targets as well as systems for monitoring and review are not yet in place, although steady progress is being made in this area. The Manila SRO would now benefit from mapping out programme cycle management processes, assigning responsibility for specific tasks, and setting firm deadlines for completion.

- 37. Internal accountability and decision-making.** The Manila SRO has been innovative in its recent efforts to reorganize internal systems and practices to better support a strategic approach to country-level programming. The creation of five core task teams to backstop key technical and administrative initiatives is introducing flexibility and improved responsiveness to strategy-related opportunities and challenges. The Manila SRO is adding to this regular exchange to ensure integrated activity and resource planning that support key outcomes of the DWCP.
- 38.** However, the Manila SRO continues to exhibit a somewhat fragmented approach to certain initiatives, in part due to weak communication and coordination between headquarters and other parts of the region regarding broader initiatives with components in the Philippines. These intraregional and interregional approaches are difficult to coordinate and track from a country perspective. It is also not easy to understand and report on how they support country outcomes. In some cases, the Manila SRO is not well informed in advance of these initiatives and has difficulty explaining to constituents their integration into the agreed country-level strategy. A clearer decent work vision and framework could ensure that coherence across initiatives could be achieved.
- 39. Resource mobilization.** In developing and implementing its programme of support to the Philippines, the Office operates within a constrained budget envelope, with nearly all initiatives dependent upon the availability of external financial resources. During the period 2000-05, the Office was able to mobilize resources for a range of initiatives that fit well within the NPADW. This suggests a favourable impression among donors of the more strategic approach taken by the Office and national constituents.
- 40.** Within evolving aid modalities, the Office recognizes the need for more innovative approaches to developing its programme and is taking steps to identify alternatives for extra-budgetary support. The Manila SRO is currently conducting a “donor mapping” exercise, with the objective of identifying synergies and areas of mutual interest with specific donors for local resource mobilization. In addition to identifying promising sources for obtaining extra-budgetary resources, this exercise is also helping build the Office’s visibility within the Philippines development community and to make potential development partners aware of the ILO’s unique mandate and capabilities.
- 41.** The SRO is also exploring the possibility of tapping into public-private partnerships or pooling resources from a consortium of several donors. Many major donors are now committed to more decentralized funding modalities; they are also more open to country-level strategic collaborations with specialized agencies such as the ILO.
- 42. Knowledge management systems and performance.** The ILO’s Philippines strategy for supporting decent work recognizes the need to generate knowledge through research, assessment, tool development and customization of technical products for local application. All technical cooperation initiatives reviewed had well-defined knowledge components as integrated parts of multi-pronged interventions.
- 43.** However, the Office’s actual practices in the areas of knowledge sharing and knowledge management have been less consistent. Access to many key documents is not centralized and institutional memory of past work is poor. This situation carries through to the SRO where knowledge management was seen as one of the most important capacities requiring improvement. The SRO management, however, understands this issue and is committed to improving the situation.
- 44.** The Manila SRO is also characterized by less-than-strategic communications but it is already taking steps to overhaul its communications strategy, including upgrading the web site, constructing an electronic filing system, introducing electronic newsletters and

exploring new ways to communicate with stakeholders. These initiatives should be closely monitored to assess their usefulness.

45. In general, many of the communications and information systems at SRO level are part of larger Office networks; guidance and support from Geneva and the Asia RO need to be timely and effective in addressing capacity gaps.
46. **Monitoring and review for assessing performance.** As with many agencies undergoing reform, designing and using performance indicators, and establishing practices for monitoring and reviewing progress are often left as a second phase. In the Philippines, neither the DWCP, nor NPADW nor UNDAF have in place a fully fledged results-based programme that identifies outcomes, achievable indicators, and mechanisms for monitoring, verification and evaluation. In all cases, however, initial steps are being taken to put these elements in place.
47. For UNDAF II, the Manila SRO is leading the monitoring and evaluation component of one of the five areas of cooperation, and it has begun mapping the DWCP outputs across four of the outcomes, with the intention of regularly reporting progress. Efforts to introduce a results matrix to the NPADW have been constrained by the difficulties facing the constituents in conducting their own results- and resource-based planning.

Levels of indicators and monitoring and evaluation systems

- *Programme and budget* (targets for indicators, annual progress reporting for implementation report)
- *UNDAF* (results matrix/indicators, baseline studies, annual progress reports, regular reviews)
- *DWCP* (outcome-level indicators, indicator-based progress reports, biennial country programme reviews)
- *Project* (logical framework with indicators, progress reports, mid-term and final evaluations)

48. The Manila SRO has been further constrained by current ambiguity over how the various levels of “results” are to be configured. At one level, current DWCP outcomes link to higher-level indicators spelled out in the ILO 2006-07 programme and budget – six DWCP outcomes link to 14 different programme and budget indicators. The same DWCP outcomes build upon performance indicators and monitoring and evaluation plans in eight different technical cooperation projects. Finally, the DWCP will link to the UNDAF and the SRO is to provide performance indicators at the UNDAF output level for those initiatives to which it contributes. It is currently expected to contribute to baseline studies and monitoring for eight of the outputs. Within this web, it is not clear how the various levels of indicators link to each other, nor how the whole process can be made focused and efficient.
49. The Office needs to finalize a resourced DWCP implementation plan, referencing baseline or starting conditions and specifying key progress to be made over the planning period. Initial work has started but linking resources by type has only been cursorily done, and plans still vaguely incorporate resources originating from other parts of the Office, or from RBTC. Without this completed, the Office is handicapped in identifying resource gaps and prioritizing areas for resource mobilization.

IV. Recommendations

50. The ILO’s country programme of support to the Philippines has been responsive to constituent priorities, consistent with national development frameworks and well-positioned through collaboration with United Nations and other partners. Interventions

have been technically sound and effective. The primary challenges for the next phase relate to the need for greater focus, efficiency and accountability.

Vision, strategy and programme framework

51. For the Office:

- (a) Issue better guidance on governance and accountabilities related to the ILO's Strategic Policy Framework, UNDAF and the National Tripartite Steering Committee.
- (b) Focus technical support on further building the capacities of the social partners for strategic planning and results-based management, including incorporation of regular, joint risk assessment into planning, implementation and review. This can include involving constituents in development of technical cooperation and in training on project cycle management.

Strategic partnerships

52. For national constituents and the SRO:

- (c) The Tripartite Decent Work Advisory Committee should be more effectively utilized to help consolidate and implement the NPADW. Particularly important is to integrate a resource perspective into the planning process and to regularly assess the cost-effectiveness of interventions.
- (d) Negotiate within UNCT a more formal agreement across agencies on division of programming specialization and related responsibilities. Clarity is also needed among United Nations partners on such issues as joint programmes and how the visibility of the United Nations partnership is to be understood, handled and promoted.

Programme composition and implementation

53. For the SRO:

- (e) Pay more attention to joint efforts with constituents in the areas of advocacy, raising public awareness, and mobilizing resources and actions to achieve the Decent Work Agenda.
- (f) Conduct a simple review of recent pilot projects to track and report their status several years after implementation. Such an exercise could help identify more effective direct action to be considered by the ILO, partners and donors, as well as reinforce continued dialogue on initiatives for which extra-budgetary resources are no longer available.
- (g) Within a highly devolved system of governance, local development remains an important entry point for the ILO. The Manila SRO can further strengthen implementing frameworks and networks at local level, particularly through more effective engagement of the constituents.

Organizational effectiveness

54. For the Asia RO and SRO:

- (h) Complete within six months the results matrix for the DWCP and put in place baseline information. Establish monitoring and evaluation practices that build on coherence between UNDAF, project activities and ILO programme and budget results frameworks.
- (i) Consider setting time-bound resource mobilization goals by DWCP priority area and developing strategies to meet those goals.
- (j) Target support to constituents to develop indicators for the NPADW and regularize information sharing and discussion on workplans and progress monitoring.
- (k) Share lessons learned at country level more widely across the Office.

V. Comment from the Office on the evaluation

55. The Office welcomes this evaluation. As the first effort to assess the effectiveness of overall ILO support to a country, the evaluation represents an important step in improving results-based management and in designing and testing a new approach to evaluation.
56. The evaluation examines the extent to which a variety of inputs from different ILO activities and funding sources work together to provide coherence and impact. Not surprisingly, the evaluation finds that many and diverse inputs have not necessarily resulted in clear strategy design and focused outcomes.
57. The report captures well the evolving programming and social dialogue processes that have taken place over the five-year period involving two generations of the tripartite National Plan of Action for Decent Work, the Medium-term Philippine Development Plan and two generations of CCA/UNDAs and, since 2005, the DWCP. This evolution has been a learning process, making clear that it is critical to have the involvement and “buy in” not only of the tripartite constituents but also a much larger group of strategic partners. The report also underscores the importance of aligning the Decent Work Agenda with national development frameworks.
58. The many types and dispersed nature of activities referred to in the report illustrate the traditional project approach. The four strategic objectives of the Decent Work Agenda have also often been addressed in separate programmes. Such approaches have not really been geared to an integrated ILO country programming model, let alone a coherent United Nations country programme. The Office will use these findings to refine decent work country programming and to explore comprehensive extra-budgetary support to an integrated decent work country programme.
59. The report also highlights the increasingly complex environments in which to influence policies to promote decent work. The Office will give greater attention to capacity building of both constituents and staff, in particular on results-based strategies and management, knowledge management, as well as integrated programme design, monitoring and evaluation systems. At the country level, this will need to be done in tandem with the United Nations system as a whole, which is faced with many of the same issues.

60. *The Committee may wish to recommend to the Governing Body that it request the Director-General to take into consideration the above findings and recommendations, together with the deliberations of the Committee, for continuing support to the Philippines through the ILO's decent work country programme.*

Geneva, 5 October 2006.

Point for decision: Paragraph 60.