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Delivering decent work results: A meta-analysis of 15 ILO Decent Work Country Programme reviews

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DELIVERING DECENT WORK RESULTS: A META-ANALYSIS OF 15 ILO DECENT WORK COUNTRY PROGRAMME REVIEWS

International Labour Organization

March 2014

Prepared by
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for the International Labour Organization. Evaluation Office (EVAL)

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PREFACE

This report was prepared by John Martin, independent evaluation consultant from the Center for Development and Research in Evaluation (CeDRE) International, under the guidance of Guy Thijs, Director, and Craig Russon of ILO's Evaluation Office.

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ABBREVIATIONS

AER	Annual Evaluation Report
BCPR	Biennial Country Programme Review
CPR	Country Programme Review
DWCP	Decent Work Country Programme
DWA	Decent Work Agenda
DWT	Decent Work Team
EVAL	ILO Evaluation Office
GB	ILO Governing Body
ILO	International Labour Organization
PROGRAM	Bureau of Programming and Management
RBM	Results-based management
TOR	Terms of reference
UN	United Nations
UNDAF	UN Development Assistance Framework

EXECUTIVE SUMMARY

Decent Work Country Programmes (DWCPs) provide a framework for pulling together a diverse range of initiatives and constituents in order to achieve better work outcomes for populations across the globe. They are the primary tool by which ILO decentralises responsibility for the implementation of a coherent and integrated programme of assistance to constituents in member States. Country and regional ILO offices face challenges in designing, implementing and managing these DWCPs. Regional offices regularly review them through the ILO's internal Country Programme Review (CPR) process. The ILO Evaluation Office (EVAL), which has previously undertaken a meta-analysis of its independently conducted DWCP evaluations,¹ commissioned this meta-analysis of CPRs in order to synthesise the findings from a selection of 15 of the most recent CPRs undertaken, and to draw lessons learned and good practices.²

The main findings are as follows.

1. There was considerable variation in the status, themes and scope of the DWCPs under review.
2. The purpose of the reviews varied somewhat though they centred around a relatively standard set of criteria namely:
 - relevance and coherence of the DWCP
 - tripartite constituents' capacities
 - ILO's capacity, comparative advantage and efficiency
 - partnerships, strategies and inter-agency relations
 - managing for results
 - progress made on tangible outcomes
 - knowledge management and sharing
 - lessons learned.
3. Positive lessons emerging from the CPRs highlighted the general high regard held for the ILO's technical capacity in policy advice, legislation, networking and brokering using its unique tripartite mandate to liaise with government, employers' and workers' representatives. It was felt that effectiveness had been enhanced where there was good communication.
4. Overall, the CPRs encountered a range of structural problems that impacted on the DWCPs and made it difficult for the review teams to review the CPRs effectively. Five specific structural problems cited are:
 - 4.1 The DWCP may not have been ratified and adopted by the government or may have been affected by changing political will.
 - 4.2 The governance structures overseeing the DWCP were not operating well, if at all, and were subject to change, notably, national tripartite committees, and representativeness of employers' and workers' organizations. Issues of legitimacy, representation, divergent perspectives and communication impacted on their performance.

¹ John Martin, *A meta-analysis of lessons learned and good practices arising from nine DWCP evaluations* (Geneva, ILO. Evaluation Office, 2011).

² This study complements a range of other initiatives being undertaken by the ILO on enhancing the quality, relevance, evaluability and usefulness of DWCPs.

- 4.3 Deficiencies in the design and monitoring and evaluation framework for the DWCP meant it was difficult to assess how well individual initiatives were contributing to DWCP outcomes and results-based management (RBM). This meant that the DWCP was not readily evaluable, in part because of the nature and definition of outcomes and in part because of the difficulty in gaining sound evidence linking DWCP activities to outcomes.³ In terms of management, the CPR seemed to be a one-off snapshot rather than an ongoing monitoring and review process led by country authorities.
- 4.4 There was little control over the resources needed to implement the DWCP strategies. Dependence on external funding partners meant that desirable initiatives could not be funded or else were delayed or curtailed, particularly since the 2007 financial crisis. The ILO needed to operate as a broker in resource mobilisation. In some cases, mainstreaming of DWCP programmes through government agency budget systems (notably labour departments) helped in resourcing, although there were issues of representativeness, overlap and duplication in government agencies. The general view was that resource mobilisation needed to be considered much earlier in DWCP development, i.e. at the DWCP design stage.
- 4.5 Problems in communication affected knowledge and ownership of the DWCPs, the ability to work together and the understanding of the DWCPs beyond a limited range of stakeholders. In some countries, there was a strong call for the use of local languages, particularly for documentation, to enable better participation and transparency.
5. In assessing the performance of the DWCPs, the CPRs had generally been using a rating system as a key assessment tool, as per their TOR, particularly via a verification workshop of stakeholders and the judgments of the external evaluator. Whilst the CPRs did generally use ratings to assess performance (see Appendix 7), much concern was expressed over their validity, reliability and usefulness. This is in line with EVAL's findings, which has been reviewing the ratings process. Underlying concerns included: the role of ratings; their interpretation; the perspective(s) they represent; the coherence between them; the availability of performance data; and limitations in aggregating ratings.
6. This meant that the ratings cited in the CPRs could not be relied upon to make informed judgments of the DWCPs' performance. Nevertheless, some CPRs, such as those for Cambodia, demonstrated a healthy balance between practicality and professional rigour in their use and interpretation of the ratings.
7. In consequence, given the above-mentioned structural difficulties and the focus of the TOR of the CPR, the findings and recommendations in the CPRs were understandably more concerned about addressing these underlying structural issues than on specific decent work issues. The main focus on decent work issues was in assessing the contributions of DWCP initiatives to the outcomes.
8. Capacity building of constituents and other stakeholders is an ongoing concern raised in the CPRs. It is linked to issues of participation and ownership, and the dynamics of tripartite

³ This is consistent with the findings of a recent ILO internal study on evaluability of country programme outcomes which found that their evaluability was limited: ILO. Programme Unit, *Country programming: Some ideas for enhancing the quality, relevance and usefulness of DWCPs* (Geneva, internal document, 2013).

arrangements where changing membership and representativeness affected their capacity to participate.

9. To enhance the CPR process, it is recommended that the reviews be tailored to the specific needs of each DWCP and country using a principle-based approach rather than adopting a standard formula and assessment criteria (see Appendix 5). This would help not only to ensure that the underlying structural issues are taken into account prior to the review being undertaken, but also that desirable processes are followed which appropriately engage the stakeholders at country level. Reviews may be undertaken specifically to address key structural issues (such as governance and resourcing). Such reviews would be seen as a normal part of DWCP management arrangements.
10. To help increase CPR focus on participation, processes and ownership to improve DWCP implementation, it may be useful to recognise internal CPRs as formative evaluations, in contrast to EVAL's summative high-level independently conducted evaluations. This distinction is addressed in the report.
11. Risk management strategies also need to be given more attention as part of the DWCP design process given the structural issues encountered and their potential impact on the viability of the DWCP.
12. Overall, the findings of this meta-analysis are consistent with the author's previous meta-analysis of nine DWCP evaluations even though the orientation and purpose of the two types of evaluation are different. Some common threads are the quality of the underlying DWCPs and the lack of control that constituents have over DWCP components, such as resourcing. The perceived lack of time for engaging constituents was a common issue affecting both reviews and evaluations but may have had a more significant effect on the CPRs, given the more participatory approach required.
13. An important issue to be explored is determining how much effort should be devoted to ensuring that a DWCP's design is sound and that the conditions are adequately met for its successful implementation.⁴ There are numerous challenges in designing and implementing a DWCP successfully with the full participation of the national constituents. Utilising the CPRs as formative evaluations may well help address these two issues.

⁴ It is noted in this respect that as of early 2013, 68 of the ILO's 185 member States had an active DWCP in place.

1. INTRODUCTION

Decent Work Country Programmes (DWCPs) provide a framework for pulling together a diverse range of initiatives and constituents in order to achieve better work outcomes for populations across the globe. They are the primary tool by which ILO aims to decentralise responsibility for the implementation of a coherent and integrated ILO programme of assistance to constituents in Member States. As of early 2013, 68 of ILO's 185 Member States had an active DWCP.⁵ Country and regional ILO offices face challenges in designing, implementing and managing these DWCPs. The regional offices regularly review the DWCPs through the ILO's internal country programme review (CPR) process.

The ILO Evaluation Office (EVAL) undertakes one high-level DWCP evaluation each year. It has previously undertaken a meta-analysis of its high-level DWCP evaluations.⁶ It commissioned this meta-analysis of CPRs in order to synthesise the findings of a selection of 15 of the most recent CPRs undertaken and to draw lessons learned and good practices.

Specifically, the Terms of Reference (TOR) of this meta-analysis aimed to:

- Synthesise the findings, conclusions and lessons learned from the 15 CPRs in order to extract common lessons learned and good practices;
- Compare the findings of the meta-analysis of nine DWCP evaluations completed by the author in 2011; and
- Make suggestions on the methodology for conducting DWCP internal reviews that conform to ILO's evaluation policy guidelines and ensure valid and reliable results.

This report sets out the background and rationale of ILO's evaluation policy, noting that this is the first meta-analysis of internal DWCP reviews commissioned by EVAL which otherwise undertakes one high-level independent evaluation of DWCPs per year. The purpose of undertaking a CPR is then explored, focusing on three main objectives: programme improvement, learning and accountability. Appendix 3 presents the stated purposes for undertaking CPRs from the sample reviewed by this report.

The next section sets out the methodology adopted for this meta-analysis which is followed by a presentation of overall findings and the lessons learned. The final section presents some observations about the comparison of the findings of this meta-analysis and a previously conducted meta-analysis of DWCP evaluations. The appendices cover the terms of reference (TOR) (Appendix 1), the list of CPRs analysed (Appendix 2), an analysis of the purposes of the CPRs analysed (Appendix 3), the guidance provided by ILO for undertaking Biennial Country Programme Reviews (Appendix 4), which is under review. Appendix 5 sets out some ideas for undertaking future CPRs, advocating a principles-based approach. Appendix 6 sets out the Executive Summary of the meta-analysis of nine DWCP Evaluations. Appendix 7 contains selected insights, lessons learned, good practices and perspectives from the various CPRs analysed which reflect the report's findings. The list of references is in Appendix 8.

⁵ ILO. Programme Unit. *Country programming: Some ideas for enhancing the quality, relevance and usefulness of DWCPs* (Geneva, internal document, 2013).

⁶ John Martin, op. cit.

2. ROLE OF DWCP EVALUATIONS AND CPRS

The independent high-level country programme evaluations commissioned by EVAL, and the internal country programme reviews (CPRs) undertaken by regional offices, are two distinct but related assessment processes used by the ILO to improve DWCP performance, enhance learning and fulfil accountability controls. The emphasis of each varies, with CPRs focusing more on the engagement of stakeholders to achieve programme improvement and shared learning. ILO is currently reviewing the country programme review process and associated guidance.⁷ One of the objectives of this meta-analysis is to contribute to EVAL's ongoing efforts to improve CPR processes and guidance.

It is important to consider the key elements of the internal CPRs and the independently conducted DWCP evaluations in relation to ILO's policies and practices. Both assessments are regarded as forms of evaluation.

2.1 Evaluation

ILO's concept of evaluation follows the definition agreed by members of the Organization for Economic Co-operation and Development's Development Assistance Committee (OECD/DAC), namely: Evaluation is an evidence-based assessment of strategy, policy or programme and project outcomes, by determining their relevance, impact, effectiveness, efficiency and sustainability. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of both recipients and donors.⁸

As set out in ILO's policy guidelines,⁹ evaluation is primarily used as a management and organizational learning tool in the ILO to support its constituents in moving forward on decent work and social justice. It is a critical means of improving decision-making, generating knowledge in the Organization and providing verifiable evidence of effectiveness. An evaluation is an assessment of an intervention, focusing on what worked, what did not work, and why this was the case. The evaluation process also examines if the best approach was taken, and if it was optimally executed.

To be useful, evaluation is designed to be objective and independent, with the aim of enhancing external credibility and a culture of learning, as well as providing better support to the governance and oversight roles of ILO's Governing Body (GB). EVAL's high-level evaluations and annual evaluation reports (AERs) are submitted to the GB. In addition, ILO uses evaluation to contribute to better RBM throughout the planning, programming, budgeting, implementing and reporting cycles.¹⁰

2.2 Formative and summative evaluation approaches

To better draw out the distinctions between ILO's CPRs and DWCP evaluations, and their respective contributions, it is useful to draw on the concepts of formative and summative evaluations.

⁷ ILO. Evaluation Office, *Biennial country programme reviews: Evaluation guidance, Appendix 4* (Geneva, internal document, 2007).

⁸ Organization for Economic Co-operation and Development. Development Assistance Committee (OECD/DAC): *Glossary of key terms in evaluation and results-based management* (Paris, 2002).

⁹ ILO. Evaluation Office, *Policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations, 2nd ed.* (Geneva, 2013).

¹⁰ ILO, Personal communication, Geneva, March 2014.

According to OECD (2002)¹¹, a formative evaluation is intended to improve performance, and is most often conducted during the implementation phase of projects or programmes. A summative evaluation is conducted at the end of an intervention (or a phase of that intervention) to determine the extent to which anticipated outcomes were produced, and is intended to provide information about the worth of the programme.

Scriven (1967)¹² first drew the distinction between formative and summative evaluations when describing two major evaluation functions. On the one hand, formative evaluation was intended to foster development and improvement within an ongoing activity (or person, product, programme, etc.). On the other hand, summative evaluation was intended to assess whether the results of the object being evaluated (programme, intervention, person, etc.) met the stated goals. Scriven indicated that whilst both kinds of assessments have the potential to serve a summative function, only some have the additional capability of serving formative functions.

Clark (2014)¹³ described the distinction between formative and summative evaluations with particular reference to learning and teaching programmes where a large body of work has been undertaken:

A formative evaluation (sometimes referred to as internal) is a method for judging the worth of a program while the program activities are forming (in progress). This part of evaluation focuses on the process.

Thus, formative evaluations are basically done on the fly. They permit the designers, learners, and instructors to monitor how well the instructional goals and objectives are being met. Its main purpose is to catch deficiencies so that the proper learning interventions can take place that allows the learners to master the required skills and knowledge.

A summative evaluation (sometimes referred to as external) is a method of judging the worth of a program at the end of the program activities (summation). The focus is on the outcome. The various instruments used to collect the data are questionnaires, surveys, interviews, observations, and testing. The model or methodology used to gather the data should be a specified step-by-step procedure. It should be carefully designed and executed to ensure the data is accurate and valid.¹⁴

Similarly, based on the November 2013 guidance document prepared by the United Nations Evaluation Group (UNEG),¹⁵ CPRs can be classed as formative evaluations of normative DWCPs during their implementation phase. By focusing on operational issues, and identifying strengths and shortcomings, such formative evaluations can identify corrective action that could be undertaken to strengthen outcomes and impact.

2.3 DWCP evaluations

DWCPs are the main vehicle for delivery of ILO support to countries, and represent the distinct ILO contribution to United Nations Development Assistance Framework (UNDAF) country programmes. The ILO supports these independently conducted evaluations of DWCPs as a critical means of providing its national and international partners with an impartial and transparent assessment of the ILO's work in these countries. They are a means of validating the achievement of results and the

¹¹ OECD/DAC. op. cit.

¹² M. Scriven, "The methodology of evaluation", in R. W. Tyler, R. M. Gagne, & M. Scriven (Eds.), *Perspectives of curriculum evaluation*, 39-83, (Chicago, IL: Rand McNally, 1967). (Cited in D.R. Clark)

¹³ D.R. Clark, *Types of evaluations in instructional design*, website: Big Dog and Little Dog's Performance Juxtaposition, http://www.nwlink.com/~donclark/hrd/isd/types_of_evaluations.html#sthash.dPQTxC4c.dpuf [(accessed 11 June 2014)].

¹⁴ Ibid.

¹⁵ United Nations Evaluation Group (UNEG). Task Force for the Evaluation of Normative Work. *Handbook for conducting evaluations of normative work in the UN system* (Geneva, 2013).

ILO's contribution towards national development objectives, decent work and related country programme outcomes, which are set in the ILO's Programme and Budget (P&B). Furthermore, they focus on the coherence and coordination of the ILO's work with other agencies within the UNDAF.

DWCP evaluations also generate information that can feed into country tripartite dialogue on the effectiveness, relevance and impact of ILO interventions at the country level. EVAL reports to the Governing Body (GB) on its evaluation findings as a means of strengthening governance. The widely adopted evaluation criteria developed by OECD¹⁶ for such evaluations are: relevance, efficiency, effectiveness, impact and sustainability.

2.4 Internal country programme reviews (CPRs)

CPRs are conducted by regional offices and focus on the outcomes and guiding strategies of the DWCPs in order to identify where and how improvements can be made. Therefore, they primarily serve organizational learning needs. They are a participatory self-evaluation tool used to review the design of a country programme, examine recent performance against stated outcomes, determine what has been achieved, e.g. if outputs are being converted into expected outcomes, and if the strategies being used are effective and efficient. The CPRs also expose constituents and ILO staff to the concepts and practice of RBM in country programmes.

CPRs involve an additional level of effort beyond the annual progress reporting process. They are carried out with the participation of ILO constituents and other UN and national partners, as appropriate. They provide the means for constituents and related stakeholders to review the ILO's performance in delivering planned outputs and in supporting the achievement of outcomes, and enable consideration of future strategies and actions. They also provide a mechanism by which feedback can be obtained from ILO's partners regarding collaboration and coherence within a larger multi-agency context. CPRs are therefore an important way to enhance national ownership of the review process.

2.5 CPRs: Roles and responsibilities

CPRs are managed and coordinated by regional offices in consultation with the respective country offices which have the responsibility of designing and delivering the DWCPs. Regional offices are responsible for the preparation of the reports and are typically overseen by Regional Evaluation Officers (REOs) and are supported by external consultants. The consultants typically undertake desk reviews of relevant documentation and facilitate the consultation processes. REOs oversee and advise on the process of planning, managing and following up for these CPRs, including preparing the TOR and organising the extensive participatory consultations with key stakeholders throughout the review process.

CPR processes routinely include a scoping mission to: meet ILO staff and tripartite constituents in the country concerned; consult with partners and key stakeholders; hold workshops for tripartite stakeholders; and seek input into the draft report from key stakeholders and constituents. ILO experts from the country offices, EVAL, ILO's Bureau of Programme and Management (PROGRAM), and

¹⁶ OECD/DAC, *Evaluation of development programmes; DAC criteria for evaluation development assistance*, <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm> [accessed 11 June 2014].

the in-country Decent Work Technical Support Teams (DWTs) may all provide inputs. EVAL provides general guidance, technical support, and receives draft and final CPR reports.¹⁷

2.6 Scope and evolution of the CPR

The CPR should cover the DWCP over its implementation period in a comprehensive manner and has two main components. The first involves a review of the appropriateness and adequacy of the DWCP design, outreach/partnership and implementation performance. The second component is an operational assessment to report on progress being made on tangible outcomes directly resulting from ILO contributions. Criteria for the review are the adequacy of resources, delivery of outputs, use of outputs by partners, progress made towards outcomes, and emerging risks and opportunities.

ILO's main guidance on conducting a CPR is set out in an internal document *entitled Biennial Country Programme Reviews: Evaluation guidance*.¹⁸ This guidance is being revised as EVAL is reviewing how it undertakes and manages the CPRs. A specific issue addressed by this report is the use of scores and ratings. This was mentioned in the DWCP meta-analysis, indicating that the manner in which such ratings are used to make judgments on certain aspects of DWCPs needs close examination.

2.7 Evaluation and the Decent Work Agenda

The DWCP can be viewed as the rallying point for addressing the country-specific Decent Work Agenda (DWA). There are four DWA strategic objectives, with gender equality as a crosscutting objective that are considered in DWCP evaluation:¹⁹

1. **Creating jobs** – an economy that generates opportunities for investment, entrepreneurship, skills development, job creation and sustainable livelihoods.
2. **Guaranteeing rights at work** – to obtain recognition and respect for the rights of workers. All workers, and in particular disadvantaged or poor workers, need representation, participation, and laws that work for their interests.
3. **Extending social protection** – to promote both inclusion and productivity by ensuring that women and men enjoy working conditions that are safe, allow adequate free time and rest, take into account family and social values, provide for adequate compensation in case of lost or reduced income and permit access to adequate health care.
4. **Promoting social dialogue** – involving strong and independent workers' and employers' organizations is central to increasing productivity, avoiding disputes at work, and building cohesive societies.

¹⁷ ILO. Evaluation Office, 2013, *Policy Guidelines*, op. cit.

¹⁸ ILO. Evaluation Office, 2007, op. cit.

¹⁹ ILO, *Decent Work Agenda*, <http://www.ilo.org/global/about-the-ilo/decent-work-agenda/lang--de/index.htm> [accessed 11 June 2014].

3. SOME GENERAL OBSERVATIONS ABOUT THE PURPOSE OF CPRS

There were various reasons for conducting the CPRs examined in this meta-analysis. Appendix 3 sets out the list of the reasons for all the CPRs reviewed. For some, it was to fulfil the obligation of conducting a biennial CPR. For others, it came at the end of a DWCP and focused on accountability and developing lessons learned for a future phase of the DWCP. In some cases, knowledge acquired during the CPR process may be confined to the specific stakeholders involved at the time and may not be well used by management or stakeholders, such as the national tripartite constituents, in the ongoing management of the programme.

For programme improvement, many of the reviews centred on how the next DWCP could be improved, rather than improvements on activities being undertaken under the existing DWCP, as would be the case for a formative evaluation. This seems largely due to the need to address inadequacies in the existing DWCPs as brought to light in this report, including oversight and management arrangements, as well as resourcing and monitoring, and evaluation arrangements, as exemplified by the CPR for Ethiopia.²⁰ These structural issues meant it was difficult to effectively review the DWCP.²¹

CPRs also focused their recommendations on the next DWCP in accordance with their TORs. Although the purpose of the reviews varied somewhat, they centred around a relatively standard set of criteria and issues namely:

- relevance and coherence of the DWCP
- tripartite constituents' capacities
- ILO's capacity, comparative advantage and efficiency
- partnerships, strategies and inter-agency relations
- managing for results
- progress made on tangible outcomes
- knowledge management and sharing
- lessons learned

The inherent problems to which this report refers as structural issues can generally explain many of the findings of the CPRs in relation to the criteria contained in their respective TORs. For learning, the main beneficiaries appear to have been the regional office, which commissioned the study, the individual stakeholders who were involved in discussions and the one-day verification workshop, and the review team. The CPRs often reported on the lack of, or deficiencies in, overall oversight and management structure at country-level involving tripartite constituents.

²⁰ To determine the validity and consequences of this observation, a test would investigate what actions have been undertaken to implement the CPR findings and recommendations, particularly in regard to improving the existing DWCP.

²¹ This issue is quite complex. DWCPs have a relatively short lifespan, as do the budget timeframes underpinning them. Historically, most DWCPs are built around a range of projects or individual interventions. Whilst they have their own monitoring and evaluation arrangements, they do not readily form a coherent whole or have a mechanism (along with the desired monitoring and evaluation framework) to link the outcomes of the individual DWCP elements to the desired DWCP's outcomes. Management and institutional arrangements for the DWCPs are complex and difficult to maintain. As a whole, they are generally separate from the budget processes of the country involved and those of the funding partners.

For accountability, an important finding of the meta-analysis was the reservations expressed in the CPRs about the scoring system and its usefulness, particularly given the subjectivity of the scoring process and the inadequacies of the evidence on which the scores were based.

A snapshot of the relative balances between programme improvement, learning and accountability can be gleaned from Appendix 3, which sets out the purposes for conducting each of the CPRs. For instance, the Cambodia CPR mentions “the opportunity for reflection and lesson learning regarding how ILO could improve the effectiveness of its operations in the next DWCP for Cambodia”.²² The Armenia CPR sees its purpose as being “to improve further programming and ensure internal and external accountability”.²³ Mongolia’s Biennial Country Programme Review (BCPR) states:

...focuses on the outcomes and guiding strategies of the DWCP to identify where and how improvements can be made. They enable constituents and ILOs staff to apply the concepts and practices of results-based management in country programme, and enhance national ownership of the review process.²⁴

²² ILO. Evaluation Office and the Regional Office for Asia. *Report on the review of The ILO Decent Work Country Programme: Cambodia 2008–2010*, Geneva, internal document, 2010, p.1.

²³ ILO. Evaluation Office and the Regional Office for Europe and Central Asia, *Final Review of the Decent Work Country Programme in Armenia 2007-2011*, Geneva, internal document, 2012, p. 50.

²⁴ ILO. Evaluation Office and the Regional Office for Asia. *Biennial Country Programme Review for Mongolia (2006-2008)*, Geneva, internal document, 2009, p. 4.

4. METHODOLOGY

The methodology follows the requirements of the TOR as set out Appendix 1. The meta-analysis consisted of a desk analysis of 15 of the latest CPRs selected by EVAL covering: Albania, Armenia, Cambodia, Comoros, Dominican Republic, Ethiopia, Kazakhstan, Mongolia, Namibia, Nepal, Nicaragua, Paraguay, Republic of Cameroon, Serbia and Zimbabwe (see Appendix 2). The CPRs included English translations of the reports for two French-speaking countries, Comoros and the Republic of Cameroon, and three reports for Spanish-speaking countries, namely Nicaragua, Paraguay and the Dominican Republic.

The review involved synthesizing the findings, conclusions and lessons learned from these CPRs after reviewing each document to extract common lessons learned and good practices, taking into account the methodologies used in conducting the CPRs and their findings. This process also involved examination of a range of relevant guidance, policy documents and other review materials.

Following the analysis and consequent identification of the main findings, a comparison was made with the findings of the author's previous meta-analysis of nine independent DWCP evaluations. Though differing in purpose and orientation, it was possible to find much common ground between the findings of the desk analysis of the internal CPRs and that of the independently conducted DWCP evaluations.

Based on the results of this meta-analysis, some suggestions on how future internal CPRs might be undertaken were developed and included in Appendix 5.

The main limitation of the study was that it was a desk study based entirely on the reports of the CPRs selected and not involving interaction with those involved in undertaking the CPRs in question.

5. OVERALL FINDINGS

5.1 The individuals undertaking CPRs generally encountered problems in conducting their analyses. The problems related: to the adequacy of the DWCP to be reviewed; the evaluability of the DWCP (involving the lack of monitoring and evaluation mechanisms and an effective RBM framework); institutional issues relating to putting in place an effective tripartite oversight mechanism; and deficiencies in resource availability to implement the DWCP (both financial resources and personnel).

5.2 The reviews generally confirmed that ILO's strengths were its comparative advantage, such as its contribution to policies and legislation, labour-related advisory services and capacity building. Also mentioned as an ILO strength was its unique ability, arising from its tripartite mandate, to bring government, employers and workers together. This comparative advantage was more prominent in countries where ILO's presence was high.

5.3 Communication was identified as an area of major concern in the CPRs. This manifested itself in numerous ways, which varied somewhat between countries. The issues included: the limited awareness of the DWCP beyond a few country stakeholders; the fact that some stakeholders, including tripartite partners, felt that they had been left out of the consultation loop; the lack of documentation available in local languages; and the challenges of reaching out to local populations, including local beneficiaries.

5.4 Generally, there was inadequate access to specific information on the overall size of the activities, projects, or programmes falling under the DWCP, the programme's budget or expenditure. The CPR for Cambodia was a notable exception in having consolidated expenditure information (see Appendix 7).

5.5 There is overall difficulty in reporting on the achievement of DWCPs' outputs and their contribution to outcomes. This is due to several factors including: the status of the DWCP (which may not have been formally adopted); the content of the DWCP (where funding was sought from development partners after the DWCP was prepared); the lack of an appropriate results framework; and the lack of a monitoring and evaluation framework to report on achievements. Deficiencies in institutional and oversight arrangements meant there was no overall management framework to continuously involve the tripartite partners, or to work through the budget and expenditure processes of the public sector agencies involved in the country.

5.6 Deficiencies in the rating system adopted for the CPRs, including construct validity and inter-rater reliability²⁵ caused challenges. It is not considered possible to aggregate the ratings within or between the different CPRs using the various performance criteria adopted. A range of evaluators recorded their concerns at the validity of the ratings provided as indicators of the overall success or otherwise of the different criteria being rated. These issues raised by the CPRs are covered elsewhere

²⁵ This issue is being addressed by EVAL which has been examining the ratings system and undertaken a study: *Rating practices and ILO country programme reviews* (Geneva, ILO, Evaluation Office, 2014). Oman and Andt have also raised concerns over the use of ratings in performance measurement – see C.P. Oman and C. Andt: *Measuring governance, policy brief* (Paris, OECD, 2010). This meta-analysis echoes the reservations raised in the ILO ratings study and highlights the concerns various CPR evaluators expressed about the validity and usefulness of the ratings provided. It is possible that for programme improvement and learning, a simpler approach may be appropriate, such as a “red-orange-green” traffic light system, which may be sufficient as a qualitative assessment to alert managers to areas needing attention or to highlight areas that are performing well. This approach, however, does not overcome the inherent limitations of any ratings approach, particularly in a decentralised environment, including the possibility that most aggregated performance criteria would end up being rated “orange”.

in this report. Only one CPR on Kazakhstan included definitions for the ratings adopted, while the Nepal CPR included definitions for its modified rating system.

5.7 The CPR for Cambodia is a good example where the evaluator expressed reservations about the usefulness of the scores, but mentioned that, for other members of the review team, the ratings were considered useful to gain a general perception of the relative areas of success or otherwise. This also relates to the dilemma of the ownership of the CPR findings – whether they represent those of the ILO regional office commissioning the study, the representatives of different interest groups participating in the verification workshop, the judgment of the review team or those of the evaluator. This issue could be largely addressed by clarifying this in the TOR for the CPRs which should provide clear guidance to the evaluator on the rating process to be used.²⁶

5.8 It would seem that a ratings system could have some value, particularly in programme improvement and learning, provided that the pre-conditions are met to apply ratings to the DWCP, that those doing the ratings work off a common, agreed and well understood framework (see Appendix 5 on CPR methodology principles), and that the assessments are backed up by evidence. A six-point numerical scale may give the ratings more apparent validity than they deserve and may be better represented by a non-quantitative scale. For instance, on a six-point scale, a rating of “5” for “satisfactory” would seem to put an upward bias in numerical ratings.

5.9 A deeper issue with the ratings is whether the single rating for each criterion adequately captures all the diverse perspectives of constituents (where local level officials and intended beneficiaries may not play much of a role), and whether those constituents are legitimate representatives (an inherent ILO issue in terms of the legitimacy of the tripartite government, and employers’ and workers’ representatives involved in overseeing the DWCPs).

5.10 Despite the overall concern about ratings, in general, the CPRs seem to be quite consistent in reporting governments’ favourable reaction to ILO’s role in providing technical advice, policy support, contributing to capacity building and networking where the concept of “decent work” provides a useful rallying point.

5.11 The CPRs tended to be set up as one-off activities rather than as an integral part of overall DWCP management. In addition, the emphasis on ratings meant that the reviews tended to focus more on accountability, in terms of a mechanism to report back progress to stakeholders, and to some extent programme improvement. This orientation did not primarily relate to providing DWCP management with advice on how the existing DWCP might be enhanced to fulfil its objectives, but more on how to address fundamental weaknesses in the DWCPs. For instance, in Cameroon the government requested a review and updating of the DWCP before it would be willing to initiate it. Without government buy-in, the implementation of the DWCP had not been able to go forward or attract the support of development partners to fund initiatives.

5.12 There was large diversity in ILO presence in different countries, and the consequent differences in the scale of DWCP activities and ILO’s ability to oversee them. The financial crisis since 2007 has caused major disruption to ILO and funding partners, curtailing implementation. Also, political upheavals are part of the operating environment of many countries, which often affect ILO’s dealings with tripartite constituents.

²⁶ The rating practices cited here advocate that the final ratings should be those of the external evaluator and that any significant discrepancies with and between interest groups in the stakeholder verification workshop should be made transparent and explained.

6. LESSONS LEARNED

6.1 The ILO appears to have achieved notable successes in the technical areas where it has comparative expertise, such as international labour policies, conventions and legislation; advising governments and tripartite partners; capacity building; and as a catalyst for bringing stakeholders together. In Cambodia, for example, ILO has exercised considerable leverage including the integration of DWCP issues into the UNDAF agenda. At the same time, where ILO presence and influence is low it can be a neglected member in a UN team.

6.2 Constituents need to be involved in the planning, implementation and monitoring of the DWCP for them to take ownership of it and be able to address differing perspectives.

6.3 CPRs, typically led by the regional offices, face challenges in assessing progress, as has been found when undertaking end-of-DWCP evaluations, because of inherent challenges in designing and implementing the DWCPs. The objective of using CPRs as a learning and programme improvement process for current DWCPs does not appear to have been readily achieved. Typically, CPRs are conceived as one-off short, sharp processes with limited engagement with key constituents. Identified constraints are as follows.

- An external evaluator is typically hired over a defined period either as an independent evaluator, a resource person and/or facilitator of the internal review. They are tasked to review documents, facilitate the review process, draft the report and input the perspectives of stakeholders consulted, under the direction of an ILO entity, typically a regional office. In some instances, the ILO has established a review team to undertake such work in conjunction with an external consultant(s).
- A key element is the performance ratings for the individual components of the DWCP (notably, defined outcomes). These ratings on a scale of one to six vary considerably between the different DWCP reviews – including different providers of the numbers (such as the evaluation managers, the external consultant, or the workshop participants). The views of the different interest groups such as beneficiaries (if approached), representatives of employers’ or workers’ organizations, ILO entities or external consultants are not reported separately. Various review evaluators have reported on the subjective nature of these assessments.
- The definition of scores for the ratings varies. Under the previous BCPR guidelines, a rating of 5 out of 6 is classed as “satisfactory” whilst a score of 6 out of 6 is classed as “very satisfactory”. This scale is adopted by most of the CPRs, although at the time of its review, the Nepal CPR adopted a score of 3 to 4 as “very satisfactory” on a 4-point scale (see Appendix 7). This problem of the degree of alignment across raters (“inter-rater reliability”), and the appropriateness of the ratings system, makes it difficult to use the findings to draw conclusions across the various CPRs.

6.4 If the DWCP has not been agreed to by the government, it is unlikely to make much progress, particularly since it implies that the government is not according the DWCP a high priority, and donor partners are less willing to commit to funding activities under the programme. Some of the CPRs are, of necessity, based on perceived progress in undertaking the various DWCP activities even if the DWCP has not been agreed and development partners have not come on board.

6.5 Institutional and management arrangements for DWCPs need to be thought through well in advance and key constituents involved in the overall steering or management committees. There needs to be a close link between the management committees overseeing the individual activities, such as projects, and the country committee for management, coordination and communication purposes.

6.6 Similarly, tripartite organizational arrangements are quite complex. There may be a number of potential employers' and workers' organizations involved who may not find it easy to work together and who also may have affiliations to political parties. In turn, these national organizations may not have clear communication channels with those directly involved in implementing DWCP initiatives. Who owns the DWCP and who is effectively responsible for its oversight and implementation become real concerns for the ILO and the countries concerned.

6.7 A lot more attention needs to be given to the formulation of the DWCP so that it can be monitored and evaluated. To determine if the results framework is appropriate, realistic and practical, it needs to be structured in more comprehensive terms. The following questions should be considered:

- i) ***What is ILO trying to achieve?*** This relates to objectives and the results framework logic - from outcomes to outputs to activities and inputs, with a clear understanding of the relationships between the different elements (which may be different decent work activities, particularly where there are overlapping outcomes).
- ii) ***How will success be measured?*** What performance indicators have been put in place? Are there a manageable number of indicators in place and are they SMART (specific, measurable, attainable, relevant and time bound)?
- iii) ***What performance information can be collected to demonstrate achievements?*** This needs to be thought through from the drafting phases of the DWVP, including both quantitative and qualitative approaches. If surveys of various stakeholders are used, this requires evidence on which to make informed judgments. Scoring systems need to be based on sound criteria if they are to be used effectively.
- iv) ***What else has to happen to achieve success?*** This involves consideration of the assumptions, risks and external factors underpinning the design of the DWCP. Major challenges, whether from political developments, environmental disasters, financial crises or related events are an inevitable occurrence in the environments within which DWCPs operate. Risk mitigation strategies can help countries to accomplish their DWCP objectives, whether by allowing for changes to the objectives or the type of activities undertaken, such as moving from project mode to emergency-assistance mode.

6.8 Some CPRs were very critical of the absence of a sound results framework, and a monitoring and evaluation framework, e.g. the CPR for the Dominican Republic, (see Appendix 7).

6.9 The tripartite constituents and other stakeholders need to be able to understand and oversee the above processes. This will require ongoing engagement with them, involving clear communication and, most likely, capacity building for the tripartite representatives. There is a clearly expressed need for stakeholders to be more engaged in the design of the DWCP.

6.10 Typically, the DWCP establishes some high-level objectives but does not have command over the resources necessary to implement the underlying programmes, projects and activities considered necessary to achieve the objectives. The DWCP may therefore be seen as an impractical mechanism to implement these objectives in a controlled manner, as numerous CPRs have encountered, such as the Dominican Republic, (see Appendix 7).

6.11 The timeframes involved are typically unrealistic. There are delays in reaching agreement on the DWCP, and delays in getting arrangements in place and resources to implement activities under the DWCP. There may also be little progress before it is time to undertake a review during, or at the end of, the DWCP implementation period.

6.12 Various CPR evaluators raised concerns about the scoring process system used to assess the criteria covered by the review and the inter-rater reliability. The main concern was the subjectivity of the ratings provided, (see Appendix 7).

6.13 To gauge the stakeholders' assessment of the performance of the DWCP, one suggestion was for the CPR Terms of Reference to include a time and cost effective web-based questionnaire survey prior to the field visit.

6.14 A common concern expressed in the CPRs was the limited time available to undertake the review and the consequent inadequate time to engage with stakeholders.

7. COMPARISON WITH META-ANALYSIS OF NINE COUNTRY PROGRAMME EVALUATIONS

The purpose and methodology of internal CPRs is different to that of the high-level evaluations of DWCPs undertaken by EVAL. In particular, management intends that CPRs should improve the DWCP and learning. It is, however, possible to make some comparative observations on how the results of this meta-analysis of internal CPRs agree with the findings of the meta-analysis undertaken of EVAL's DWCP evaluations. Both studies are based solely on desk reviews of the internally conducted CPRs and the independently conducted DWCP evaluations, and therefore lack the benefit of consultation with stakeholders to confirm and refine the findings. For the CPRs, in particular, it would be useful to assess how well the findings and recommendations of the reviews were acted upon by ILO and the tripartite constituents.

The meta-analysis of DWCP evaluation reports covered nine ex-post evaluations of DWCPs commissioned and overseen by EVAL. The findings, as presented in the Executive Summary of that report, are reproduced in Appendix 6. The summary of the comparison of these two studies shows that there are many issues covered in the meta-analysis of the nine DWCP evaluations that are also relevant to the CPRs. This is because when reviewing performance, the DWCP evaluators and the CPR reviewers encountered a similar range of issues. These included:

- the dependence on projects rather than an on integrated DWCP;
- the design of the DWCP;
- the lack of a monitoring and evaluation framework, and availability of information; and
- conceptual issues with the results framework/logical framework making it difficult to acquire the evidence that conclusively ascertains the contribution made by the DWCP.

An inherent difficulty in the DWCP design is that the outcomes and performance indicators are typically pitched at a higher level where it is difficult to attribute achievements made toward DWCP objectives. This is especially the case where the evidence is hard to attain and there are a large number of external factors impacting on this performance. Some ILO activities can be tracked through the results chain, such as when decent work issues, like child labour, which require changes in government policy and the adoption of legislation. This results in the various constituents and the community in general making changes on the ground, where intermediate outcomes become very useful in assessing performance.

The issue of consolidating evidence on the contribution of various initiatives to high-level outcomes is also an inherent problem in RBM. An understanding of the major challenges which ILO member States face can be gained from the experience of Australia, which has undergone a range of shifts in RBM since the 1980s.²⁷

Ownership and institutional issues remain a problem, particularly with regard to the overall management of the DWCP, as do the challenges involved in seeking funding from partners after

²⁷ See, for example, Keith Mackay on Australia's experiences with performance frameworks and evaluation from 1987 to 2011 [K.M. Mackay: "The performance framework of the Australian government, 1987 to 2011", in *Journal on Budgeting*, (Paris, OECD, 2011), Vol. 11, No. 3]. Keith Mackay and this author worked on implementing Australia's evaluation strategy in the Commonwealth Department of Finance during the 1990s. Mackay demonstrates, among other things, the practical challenges of implementing an outcomes framework at national government level and being able to assess its performance, particularly given different perspectives of prevailing governments and their associated policies.

the DWCP had been agreed upon but not resourced. Broadly speaking, these institutional and management challenges affecting the ability of the review team to adequately engage with constituents were more of a problem with the CPRs. This is because the primary purpose of CPRs is to use a participatory process to gain a shared and realistic understanding of what is and is not working, and how improvements might be made to the existing DWCP. An added problem, well exemplified by the CPR for Cambodia (see Annex 7), is the challenge of conducting broad ongoing consultations when there is no country office and a rather large externally financed set of projects making up the DWCP.

External factors, including political upheavals, environmental disasters and the unstable economic environment since the global financial crisis of 2007, made the operating environment for DWCPs quite unstable and also affected inputs from funding partners.

Also coming through is the comparative advantage that ILO offers in relation to its advice, provision of expertise, facilitating improved labour policies and legislation, capacity building and serving as a trusted adviser/networker to government and partners inside and outside the UN family. In Cambodia (see Appendix 7), for instance, ILO's technical specialists were highly regarded and performed a key brokering role in attracting funding from partners for major labour reforms. Nevertheless, tensions still exist about ILO as a technical agency, programme manager and broker whose role is to attract funding to carry out desirable elements of the DWCP.

Problems in the tripartite arrangements are also evident; both in terms of achieving clear direction between employers, workers and governments and in determining the appropriate representatives from these constituents to sit on the tripartite oversight bodies.

Other common issues included the challenges of prioritising gender, addressing informal work environments and operating beyond capital cities, particularly in those countries where there is no ILO presence.

Both CPRs and the DWCP evaluation reports included references to the fact that there was insufficient time for consultation, which resulted in their authors often qualifying their findings. For some CPRs, this may be considered a particularly important limitation, given that consultation with stakeholders is central to the formative evaluation process.

In light of previous findings of meta-analyses of DWCP evaluations, it was hoped that reviewing the DWCPs during their implementation would bring better results because reviews typically have a strong participatory process. This would enable the various stakeholders to come together, work through the issues, and reach a better understanding of the potential to achieve DWCP objectives and the roles stakeholders can play in achieving them. However, underlying problems with the DWCP design, monitoring and evaluation frameworks make it difficult to collect evidence on the contribution the DWCP components are making to the objectives. Also, the fact that CPRs are conducted as short, one-off, externally driven activities seems to make it difficult for country stakeholders to address issues and develop an agreed plan for improvement with clearly defined responsibilities.

Problems in communication and coordination remain a big issue, particularly at local level, including variations between a country's language and that of the various reports prepared. In

addition, many CPRs reported on a general lack of understanding and basic knowledge of the nature and scope of DWCP activities within their country.

As previously discussed, there are clear tensions in the rating system adopted, including the quality of the evidence underpinning the ratings, the interpretation of the ratings and how they can capture the contributions made to achieving DWCP objectives. Whilst the desired simplicity of the ratings system as a tool for management and accountability is worthwhile, it needs to be tempered with a technical assessment of its scope and limitations (as has recently been undertaken by EVAL). The more important questions to be addressed are how the ratings can be used, what action should be undertaken as a result of the ratings, and who is responsible for taking action.

The fundamental questions emerging in light of the reviews and evaluations is how ILO can best make use of its resources and comparative advantage to achieve better work outcomes? Should it pursue the development and implementation of better DWCPs to address complex issues, even though it has little overall control of the key elements required to achieve the DWCP outcomes? Alternatively, should it spearhead targeted decent work interventions making full use of the Organization's comparative advantages and expertise?

APPENDICES

APPENDIX 1: TERMS OF REFERENCE

Meta-analysis of CPR Lessons Learned and Good Practices

The ILO Evaluation Office (EVAL) has amassed a body of about 30 reports that are alternatively referred to as DWCP internal reviews, Biennial Country Programme Reviews or Country Programme Reviews.

Only one high-level DWCP evaluation is conducted by EVAL each year and discussed at the governance level of the Organization. For this reason, less formal Country Programme Reviews (CPRs) have become more important. In principle CPRs are a management tools carried out by those in charge of designing and delivering a country programme. As such, they are a participatory self-evaluation tool used to review the design of a country programme, examine recent performance against stated outcomes, discern what has been achieved, whether outputs are being converted into expected outcomes, and whether the strategies being used are effective and efficient.

In the last two to three years however Regional Evaluation Focal Points have taken a more proactive role in initiating and managing CPRs, using external consultants with EVAL providing general guidance, technical support and oversight. This has improved the quality and independence of the reports.

Many of the CPRs use an EVAL guidance note known as the “Biennial Country Programme Review rating instrument” in their assessment of the CPR. The methodology used for conducting this review was the subject of an external review of ILO EVAL rating instruments. The consultants recommended that *“Final ratings should be provided by the external consultant based upon an independent review of the DWCP progress. Partners and ILO programme staff should continue to provide ratings as part of a self-evaluative exercise during the stakeholder workshop. However, the final ratings presented in the BCPR report should be based exclusively on an assessment made by the external consultant”*.

The new ILO Evaluation Policy Guidelines²⁸ indicate that the CPR guidance for conducting reviews is under development to reflect these comments. Furthermore, the Guidelines suggest that the process could be made more similar if warranted to the one used by Senior Evaluation Officers to conduct high-level DWCP evaluations—if somewhat less comprehensive (see draft protocol on high-level independent DWCPs).

²⁸ ILO. Evaluation Office, *Policy guidelines*, 2013, op. cit.

Terms of Reference

Under the supervision of the Evaluation Office, Mr Martin has responsibility for completing the following tasks:

1. Prepare a report synthesizing the findings, conclusions and lessons learned from the 15 most recently completed country programme reviews with the objective to extract common lessons learned and good practices from the documents, both in terms of methodologies used in conducting the CPRs and findings of the evaluations in terms of outputs results achieved;
2. To the extent possible compare findings with the earlier meta study on 9 DWCP evaluations undertaken by the incumbent and identify trends;
3. Prepare additional communication products as necessary to report the results; and
4. Provide EVAL with a suggested methodology for conducting DWCP internal reviews that conform to the Evaluation Policy Guidelines and that ensures valid and reliable results

Deliverables

1. An inception report explaining the methodology proposed to be used for the Meta study;
2. Draft report describing the results of the updated research with annex related to the proposed methodology for conducting DWCP internal reviews and another annex with additional communication products as necessary to report the results;
3. Final report incorporating EVAL comments; and
4. A debriefing via international conference call.

APPENDIX 2: LIST OF COUNTRY PROGRAMME REVIEWS

Date	Country	Title
10/2012	Albania	Decent Work Country Programme Review: Albania 2008-2011
12/2012	Armenia	Decent Work Country Programme Internal Review: Armenia 2007-2011
12/2012	Cambodia	Cambodia Decent Work Country Programme Review (2008-10)
3/2008	Comoros	Revue PPTD du Programme Pays pour le Travail Décent des Comores 2010-2013
12/2011	Ethiopia	Ethiopia Decent Work Country Programme (DWCP) Review 2009-2012
11/2012	Kazakhstan	Decent work country programme of Kazakhstan - Internal review 2010-2012
11/2011	Mongolia	Mongolia Biennial Country Programme Review 2009
11/2011	Namibia	Namibia Biennial Country Programme Review
12/2012	Nepal	Report on the Review of the ILO Decent Work Country Programme: Nepal 2008-2012
7/2010	Nicaragua	Revisión del Programa de País Nicaragua 2008 - 2011
11/2010	Paraguay	Revisión del Programa de País - Paraguay 2009-2011
5/2008	Cameroun	Revue du Programme Pays pour un Travail Décent (PPTD) - République du Cameroun: 2010-2015
2/2009	República Dominicana	Revisión del Programa de País República Dominicana 2008 - 2011
12/2007	Serbia	Serbia Biennial Country Programme Review 2010
10/2012	Zimbabwe	Decent Work Country Programme Review for Zimbabwe - 2009-2011

APPENDIX 3: PURPOSE OF THE CPRS

The CPRs analysed have relatively similar Terms of Reference but vary according to what is being reviewed, when the review takes place in the life of the DWCP and the scope of the review. Most use criteria similar to that set out in BCPR guidelines (Biennial Country Programme Review Guide) provided in Appendix 4. Typical TOR Criteria and the BCPR Criteria are set out below. Variations are evident in specific CPRs as the list of Purposes for each of the Reviews is set out below.

In broad terms, reviews are undertaken for programme improvement, learning and accountability but the degree of emphasis and the processes involved vary. Some indication of the differing purposes and relative emphasis of the CPRs analysed is captured below.

Some of the issues emerging from this analysis are:

- the reviews are organised and lead by the ILO for the benefit of a range of constituents, including local constituents, rather than lead by the countries concerned. This orientation impacts on the ownership, engagement and participation of country authorities and no doubt on the take up of findings; and
- the focus is on DWCP outcomes, not on the individual activities which make up the DWCP and often have their own monitoring and evaluation strategies.

Standard TOR Criteria

The typical review criteria used in the Terms of Reference are:

- Relevance and Coherence of the DWCP
- Tripartite constituents' capacities
- ILO's capacity, comparative advantage and efficiency
- Partnerships, strategies and inter-agency relations
- Managing for Results
- Progress made on tangible outcomes
- Knowledge management and sharing
- Lessons learned

These criteria relate to the Biennial Country Programme Review Guidelines of Appendix 4 which are summarised below.

The relevance, coherence and comparative advantage of the ILO in the country

- Is the ILO's work directly supporting national partners to address priorities for decent work in the country?
- Is the ILO addressing priorities consistent with the current capacities and expertise available for the country?
- Is there coherence and an integrated approach to the DWCP strategy?
- Is the ILO flexible and responsive to changes as warranted?

Partnership, strategies and inter-agency relations

- Does the ILO maintain good relations with national constituents? Are roles and expectations well understood and managed?
- Is there good policy and operational coherence between ILO action and UNDAF?
- Does the ILO work with the constituents within the context of a larger national effort, contributing where they have voice, interest and comparative advantage?
- Do national constituents support the strategies and take responsibility for ensuring the expected outcomes of the collaboration as spelled out in the DWCP?
- Does the ILO's support address capacity gaps and open entry points for constituents' involvement?
- Is there a clear vision and strategy with main means of action for delivery of ILO support that is understood by all partners?

Managing for results

- Has the programme defined clear outcome-level results against which it can be assessed?
- Is there clarity and agreement on how results will be documented and verified—indicators with targets/milestones set and being applied?
- Do the intended outcomes justify the resources being spent?
- Are there exit strategies to ensure that results are sustainable by partner institutions and at various levels (local, national, regional)?

The efficiency and adequacy of ILO organizational arrangements

- Do the operations of the ILO match the DWCP plan?
- Is the ILO operating fairly and with integrity?
- Are credible, skilled specialists adequately supporting the work?
- Is resource mobilization being carried out effectively and efficiently?
- Are work processes efficient and timely?

Knowledge management and sharing

- How effectively is performance being monitored and reported?
- Is information being shared and readily accessible to national partners?
- Is the ILO using/strengthening national knowledge networks and knowledge bases?

The Stated Purposes of the CPRs

The specific purpose for conducting the CPR provides a focus for the review and summarises the TOR. These purposes are extracted from the respective reports either from the TOR or the main text of the reports. These purposes and the page references in the reports are set out below.

Albania: (pp. 50-51)

- The relevance, coherence and comparative advantage of the ILO in the country
- Partnership, strategies and inter-agency relations
- Managing for results
- The efficiency and adequacy of ILO organizational arrangements
- Knowledge management and sharing

Armenia (p. 52)

The purpose of the review is to improve further programming and ensure internal and external accountability. It will provide:

- a summary of results and achievements per each of the priority areas
- documented good practice examples/success stories (at least two)
- an analysis of relative effectiveness under each DWCP priority/outcome and areas for improvement
- overall lessons learned
- recommendations for the next steps: a) on programming issues, themes, strategies, target groups; b) on the implementation process, operational modalities

The review will cover all activities carried out under the Decent Work Country Programme for Armenia during 2007-2011, including the RBSA-funded Country Programme Outcomes (CPOs) in 2010-2011 (ARM 129, ARM 152, ARM 130), as part of a stock taking exercise. It will focus on the progress made on tangible outcomes directly resulting from ILO contributions.

Key criteria for the review are:

- adequacy of resources;
- delivery of outputs;
- use of outputs by partners;
- progress made towards outcomes and sustainability of achievements; and
- emerging risks and opportunities.

Cambodia (p. 44)

The purpose of the review of ILO's DWCP for the 2008-2010 period is to provide an opportunity for reflection and lesson learning regarding how the ILO could improve the effectiveness of its operations in the next DWCP for Cambodia. The review has three purposes:

- Assess the adequacy and appropriateness of the design, outreach and implementation of the ILO interventions; identify and make recommendations for improvement, especially in terms of results-based management.

- Review through an operational assessment to report on progress being made on tangible outcomes directly resulting from ILO contributions.
- Take stock of what has worked, what needs improvement and what is feasible and should be prioritized for continuation in the next DWCP, taking into account the crisis and the new national development plan.

Comoros (p. 8)

The DWCP review aims at evaluating the progress status and the outcomes registered for the period 2008 to June 2012, making an inventory of the lessons learned, formulating important challenges and recommendations to improve the programme performance and thus preparing the next phase. The results of the review will be put at disposal of tripartite constituents and all stakeholders.

Particularly, the review aims at:

- Review the relevance of the document and verify its conformity with the context and the needs of the country
- Analyse the progress registered in relation with the outcomes initially defined
- Analyse the effectiveness of the strategies and partnerships, as well as the different constraints including the gender aspect
- Identify major challenges, weaknesses and strengths of the DWCP
- Determine in what sense the DWCP outcomes are correlated with the corresponding outputs and verify their links with the Decent Work Agenda for Africa and the national development plan
- Evaluate the organizational capacities of the Ministry of Labour, Employment, Professional Training and Female Entrepreneurship, of social partners through the lens of a better programme coordination
- Analyse the supporting capacities of the ILO Country Office and the mobilisation capacities of other technical and financial partners of the Comoros in the implementation of the DWCP
- Identify lessons learned in order to prepare the next phase.

Ethiopia (p. 11)

On the basis of the TOR, the purpose of this review is to assess whether the programme has achieved its targets and produced anticipated outcomes. In addition, it aims to examine the challenges encountered and lessons learned in the course of programme implementation, to facilitate a stock taking process for the design of the next DWCP. Within this broad purpose, the specific objectives of the review are:

- Review the appropriateness and adequacy of the DWCP design;
- Assesses the progress made so far to achieve the outcomes;
- Examine the usefulness of the strategies, partnerships and the constraints to be addressed;
- Determine the extent of linkages between DWCP outcomes and outputs and the DWAA and P&B;
- Identify lessons learned and propose recommendations for the next DWCP.

Kazakhstan (p. 9)

The main purpose of the review of DWCP implementation in Kazakhstan in 2010-2012 is to improve further programming and activities in promoting the Concept of Decent Work. The review is aimed at presenting a clear picture of the results of implementation of the DWCP for 2010-2012 to all the parties interested in implementing the Concept of Decent Work in Kazakhstan or all parties to the social partnership (government bodies, trade unions, employers' associations).

Elaboration of proposals and recommendations on further development and implementation of the Decent Work Concept in Kazakhstan was also an important objective of the review. To complete this objective, not only the implementation of the Programme was reviewed and assessed, but also key strategic directions of socio-economic development of the country were analysed. In addition, these directions were considered in the context of implementing the major principles of Decent Work as defined by the ILO. The proposals and recommendations would become part of information base for politicians, decision-makers, as well as state and private business community, associations of employers and workers interested in further promotion of the ILO's principles in the country.

An important aspect of this review is that it allows monitoring and assessment of the implementation of the Decent Work Programme through the prism of major DW indicators, such as: level of unemployment, unsafe working conditions and so on. Practical examples of implementation under the key priorities and outcomes presented in the review are also an important part of this document.

In the overall, the review is focused, first of all, on the analysis of outcomes of DWCP 2010-2012, and secondly, on the elaboration of recommendations for its further development.

Mongolia (p. 10)

BCPR focuses on the outcomes and guiding strategies of the DWCP to identify where and how improvements can be made. They enable constituents and ILO staff to apply the concepts and practice of results-based management in country programme, and enhance national ownership of the review process. The review will consider areas in which the ILO's collaboration has been more and less effective to the national framework, to inform on what should be pursued in the future, and where improvements can be made. This will include reinforcement or changes in priorities, strategies, and organizational practices.

The review is also intended to provide a basis for improved insights to the ILO, as an assessment tool, as to better design, implement, monitor and assess country programmes in the future.

Namibia: (p. 42)

The purpose of the review is to improve programming and implementation and ensure internal and external accountability. The review is expected to provide:

- a summary of results and achievements per each of the priority areas
- documented good practice examples or success stories
- an analysis of relative effectiveness under each DWCP priority/outcome and areas for improvement
- overall lessons learned

- recommendations for the rest of the DWCP period
- The objectives of the CPR are to:
- Review the appropriateness and adequacy of DWCP design
- Examine the progress made so far to achieve the outcomes
- Examine the usefulness of the strategies, partnerships and the constraints to be addressed, including the practical application of gender mainstreaming
- Identify the major challenges, weaknesses and strengths of the DWCP;
- Determine extent of linkages between DWCP outcomes and outputs and the Decent Work Agenda for Africa (DWAA) and the national development plan;
- Identify lessons learned and propose recommendations for the remaining period of the programme

Nepal (p. 6)

This report provides the findings and recommendations of the Review of the Decent Work Country Programme (DWCP) of Nepal 2008 – 2012 based on the specifications of the TOR. The TOR state that the purpose of the review is to take stock of what has worked and has not worked from the current DWCP and to see what needs improving and/or continuing to the next DWCP. This can be considered by taking into account the country situation and evolving national development plan. The specific objectives of the review are twofold:

First, the review is aimed at assessing the adequacy and appropriateness of the design, outreach and implementation of the ILO interventions and identifying and making recommendations for improvement, especially in terms of results-based management.

Second, the lessons learned and recommendations of the review will also be an important input to the formulation of the new DWCP for Nepal.

The review covers all ILO interventions in Nepal from 2008 to date. The review also examines the strategy, capacity and resources available to deliver the DWCP outcomes or milestones set for the 2008/2009, 2010/11, and 2012-13 biennia. The review scope has two main components:

- The first component involves a review of the appropriateness and adequacy of the programme design, outreach/partnership and implementation performance.
- The second component is an operational assessment to report on progress being made on tangible outcomes directly resulting from ILO contributions.

In summary, the scope of the work is as follows:

- Assess the overall relevance of the programme to national development challenges, national priorities, UNDAF, ILO priorities and MDGs.
- Assess the programme formulation process and the focus, coherence and logical fit of the outcomes, outputs and strategies.

Analyse programme implementation:

- effectiveness of interventions in producing results, with particular attention to synergies and coherence across interventions
- sustainability, with particular attention to capacity/institutional development and the creation of an enabling environment (changes in laws, policies and behaviours)
- key factors of success and constraints encountered (internal and external) iv) adaptation/adjustments to the changing situation (emerging opportunities and threats); evidence of the application of lessons learned
- partnership approach, the role/effectiveness of partners in promoting decent work and coordination among partners
- knowledge management and communication strategy (internal and external), use of knowledge and incorporation of M&E into the knowledge base vii) organizational arrangements (managerial, administrative and business processes) viii) resource availability ix) efficiency of programme execution (time and costs).

Assess progress towards outputs and outcomes (with data-supported evidence and using the scale and matrix in the TOR annex), including the assessment of milestones set for the 2008/2009, 2010/2011 and 2012/2013 biennia.

Nicaragua (p. 31)

The revision of the Country Programme Nicaragua 2008-2012 attempts to evaluate the design, scope and implementation of the ILO's interventions in the country and it also tries to identify and offer recommendations on the areas that can be improved, especially with regards of the results-based management. The revision will also consider what has functioned and the improvements that could be implemented in the future to the Country Programme, setting out what is feasible and should be prioritized in light of the frameworks of national development, the United Nations and the ILO.

Scope: The revision will address the contents of the Country Programme from September 2008 to August 2010, in a comprehensive manner. The scope of the CPR has two main components. The first involves the **general** revision of the relevance and adaptation of the design of the Programme, its scope and relationships and the performance during its implementation. This will be evaluated in the light of five main criteria:

- Relevance, coherence, comparative advantage of the ILO in the country
- Partners, strategies and interagency relations
- Orientation towards results-based management
- Efficiency and effectiveness of the ILO's organizational structure
- Management and knowledge sharing

A second component of the revision is the specific operational evaluation of each country outcome in the pursuit of reporting the progress made in the shape of tangible results, a direct consequence of the ILO's contributions. The basic criteria in that sense are:

- Resources
- Delivery of outputs
- Use of the outputs by the constituents

- Progress achieved towards expected results
- Emerging risks and opportunities.

Paraguay (p. 53)

Purpose: The revision of the Country Programme Paraguay 2009-2011 attempts to evaluate the design, scope and implementation of the ILO's interventions in the country and it also tries to identify and offer recommendations on the areas that can be improved, especially with regards of the results-based management. The revision will also consider what has functioned and the improvements that could be implemented in the future to the Country Programme, setting out what is feasible and should be prioritized in light of the frameworks of national development, the United Nations and the ILO.

Scope: The revision will address the contents of the Country Programme from February 2009 to September 2011, in a comprehensive manner. The scope of the CPR has two main components. The first involves the general revision of the relevance and adaptation of the design of the Programme, its scope and relationships and the performance during its implementation. This will be evaluated in the light of five main criteria (see Annexe 1):

- Relevance, coherence, comparative advantage of the ILO in the country
- Partners, strategies and interagency relations
- Orientation towards results-based management
- Efficiency and effectiveness of the ILO's organizational structure
- Management and knowledge sharing

A second component of the revision is the specific operational evaluation of each country outcome in the pursuit of reporting the progress made in the shape of tangible results, a direct consequence of the ILO's contributions. The basic criteria in that sense are:

- Resources
- Delivery of outputs
- Use of the outputs by the constituents
- Progress achieved towards expected results
- Emerging risks and opportunities.

République de Cameroun (pp. 58-59)

The DWCP is a management tool developed by those in charge of the design and formulation of the DWCP. Accordingly, the purpose of this review is to assess what has been achieved so far in relation to expected results and take into account the recommendations, lessons learned and challenges in order to inform the continued implementation of DWCP. The ILO Office in Yaoundé, constituents and other key stakeholders involved in the implementation will use this information.

The objectives of the review are:

- Review the relevance and adequacy of the design of the DWCP of Cameroon;
- Review progress towards the achievement of outputs/achievements;

- Examine the usefulness of strategies, partnerships and constraints to overcome, including the practical application of the inclusion of gender issues;
- Identify the major challenges, strengths and weaknesses of the DWCP of Cameroon;
- Determine the extent of the links between the achievements of the DWCP and related outputs, including the achievements and the Decent Work Agenda in Africa, as well as the national development strategy;
- Review the organizational capacities of the ministries responsible for labour and employment, the country office of the ILO and the social partners in relation to the overall coordination of the programme;
- Identify lessons learned and provide recommendations for further implementation of the DWCP.

It is expected that the consultant will produce the following documents:

- A report of the mid-term review of the DWCP;
- An updated context of the DWCP according to the framework described below in the section on the drafting of the revised DWCP;
- A draft revised DWCP based on the results of the review and the updated context.

República Dominicana

Purpose: The revision of the Country Programme Dominican Republic 2008-2011 attempts to evaluate the design, scope and implementation of the ILO's interventions in the country and it also tries to identify and offer recommendations on the areas that can be improved, especially with regards of the results-based management. The revision will also consider what has functioned and the improvements that could be implemented in the future to the Country Programme, setting out what is feasible and should be prioritized in light of the frameworks of national development, the United Nations and the ILO.

Scope: The revision will address the contents of the Country Programme since September 2007 in a comprehensive manner. The scope of the CPR has two main components. The first involves the **general** revision of the relevance and adaptation of the design of the Programme, its scope and relationships and the performance during its implementation. This will be evaluated in the light of five main criteria (see Annexe 1):

- Relevance, coherence, comparative advantage of the ILO in the country
- Partners, strategies and interagency relations
- Orientation towards results-based management
- Efficiency and effectiveness of the ILO's organizational structure
- Management and knowledge sharing

A second component of the revision is the **specific** operational evaluation of each country outcome in the pursuit of reporting the progress made in the shape of tangible results, a direct consequence of the ILO's contributions. The basic criteria in that sense are (see Annexe 2):

- Resources
- Delivery of outputs
- Use of the outputs by the constituents

- Progress achieved towards expected results
- Emerging risks and opportunities

Serbia (p. 11, p. 50)

The evaluation aims to assess the effectiveness, efficiency and sustainability of the work done under the RBSA and the achievement of its planned milestones and indicators; and to record lessons learned and recommendations for the future, including the value and any improvements in the RBSA mechanism itself. The issue of relevance, and therefore full treatment of design, was not excluded from the TOR.
(p. 11)

The objectives of this evaluation are to:

- Assess the immediate outcomes/outputs of the project and its effectiveness with regard to achieving the indicated milestones and indicators;
- Identify problems encountered during implementation and means undertaken by the project to overcome these problems;
- Document lessons learned, good practices;
- Develop recommendations for follow up and similar interventions in the future. (p.50).

Zimbabwe (p. 12)

The review covered all ILO activities under the DWCP in Zimbabwe from January 2009 to June 2011. The review included two main components. The first was a review of the appropriateness and adequacy of DWCP design, outreach/partnership and implementation performance and the second component of the CPR was an operational assessment to report on progress being made on tangible outcomes directly resulting from ILO contributions.

The key criteria under the first component of the review on the appropriateness and adequacy of DWCP design, outreach/partnership and implementation performance includes the following:

The relevance, coherence and comparative advantage of the ILO in the country;

- Partnership, strategies and inter-agency relations;
- Managing for results;
- The efficiency and adequacy of ILO organizational arrangements;
- Knowledge management and sharing; and
- Tripartite constituents' capacity.

The key criteria for review under the second component involved the following:

- Adequacy of resources;
- Delivery of outputs;
- Use of outputs by partners;
- Progress made towards outcomes; and
- Emerging risks and opportunities.

The review meant to assess the achievements made so far in achieving the outcomes and take stock of recommendations, lessons learned and challenges so as to inform the next DWCP. Also the review will identify areas for improvements and distil lessons to inform the next DWCP Cycle.

APPENDIX 4: BIENNIAL COUNTRY PROGRAMME REVIEW GUIDE

January 2007

This guide focuses on policies and methodologies biennial country programme reviews (BCPRs), which are being newly introduced at the ILO in order to assess, reflect upon and further develop decent work country programmes.

Purpose of biennial country programme reviews

Biennial country programme reviews (BCPRs) are management tools carried out by those in charge of designing and delivering a country programme. As such, they are a participatory self-evaluation tool used to review the design of a country programme, examine recent performance against stated outcomes, discern what has been achieved, whether outputs are being converted into expected outcomes, and whether the strategies being used are effective and efficient.

The BCPRs constitute an additional level of effort above what is required for annual progress reports, because they are to be carried out with the participation of ILO constituents and other UN and national partners, as appropriate. They enable constituents and other agencies to review the ILO's performance in delivering planned outputs and supporting the achievement of outcomes. They also provide a means for gathering feedback from our partners regarding collaboration and coherence within a larger multi-agency context.

BCPRs focus on the outcomes and guiding strategies of the DWCP to identify where and how improvements can be made. They enable constituents and partners to consider future strategies and actions. BCPRs also expose constituents and ILO staff to the concepts and practice of results-based management in country programmes, and enhance national ownership of the review process.

Roles and responsibilities

Regional Offices will be responsible for coordinating reviews and the preparation of reports. EVAL will provide general guidance, technical support and will receive draft and final BCPR reports.

The following should be considered preliminary guidance for conducting pilot BCPRs in 2007.

Scope of a biennial country programme review

The BCPR should cover the full content of the DWCP over the two-year implementation period in a comprehensive manner. The review should take a minimum amount of staff time and one to two weeks of an external consultant's time.

The review scope has two main components. The first involves a review of the appropriateness and adequacy of DWCP design, outreach/partnership and implementation performance. The content of this component is clarified through the questions provided in box 1 below.

The second component of the BCPR is an operational assessment to report on progress being made on tangible outcomes directly resulting from ILO contributions. Key criteria for the review are: 1) adequacy of resources 2) delivery of outputs 3) use of outputs by partners 4) progress made towards outcome and 5) emerging risks and opportunities.

Box 1

Performance factors and related questions

A. The relevance, coherence and comparative advantage of the ILO in the country

- Is the ILO's work directly supporting national partners to address priorities for decent work in the country?
- Is the ILO addressing priorities consistent with the current capacities and expertise available for the country?
- Is there coherence and an integrated approach to the DWCP strategy?
- Is the ILO flexible and responsive to changes as warranted?

B. Partnership, strategies and inter-agency relations

- Does the ILO maintain good relations with national constituents? Are roles and expectations well understood and managed?
- Is there good policy and operational coherence between ILO action and UNDAF?
- Does the ILO work with the constituents within the context of a larger national effort, contributing where they have voice, interest and comparative advantage?
- Do national constituents support the strategies and take responsibility for ensuring the expected outcomes of the collaboration as spelled out in the DWCP?
- Does the ILO's support address capacity gaps and open entry points for constituents' involvement?
- Is there a clear vision and strategy with main means of action for delivery of ILO support that is understood by all partners?

C. Managing for results

- Has the programme defined clear outcome-level results against which it can be assessed?
- Is there clarity and agreement on how results will be documented and verified—indicators with targets/milestones set and being applied?
- Do the intended outcomes justify the resources being spent?
- Are there exit strategies to ensure that results are sustainable by partner institutions and at various levels (local, national, regional)?

D. The efficiency and adequacy of ILO organizational arrangements

- Do the operations of the ILO match the DWCP plan?
- Is the ILO operating fairly and with integrity?
- Are credible, skilled specialists adequately supporting the work?
- Is resource mobilization being carried out effectively and efficiently?
- Are work processes efficient and timely?

E. Knowledge management and sharing

- How effectively is performance being monitored and reported?
- Is information being shared and readily accessible to national partners?
- Is the ILO using/strengthening national knowledge networks and knowledge bases?

Methodology

The biennial country programme review exercise is a participatory assessment of current practice. The level of effort devoted to individual country programmes should reflect the scale of ILO activities. In many cases, the review process is best supported through a DWCP stakeholder workshop during which relevant internal and external colleagues can analyse and discuss the ILO's work in the country. Prior to the workshop, the relevant ILO office should compile relevant documents and prepare summary performance profiles for each outcome—not to exceed one page with information that corresponds to assessment criteria. Relevant background information on country-level programme and projects includes recent project-level progress reports, evaluations, as well as evidence of major outputs and other performance-related information. This information may be taken from annual progress reports.

Preparing the Report

Based on the issues raised and feedback provided from ILO staff and partners, the BCPR consultant should summarize the conclusions of the workshop and their analysis in a report using the BCPR template (see table 2) based on the following scoring categories:

1	2	3	4	5	6
Very unsatisfactory	Unsatisfactory	Moderately unsatisfactory	Moderately satisfactory	Satisfactory	Very satisfactory

In addition, the report should provide summary findings for each DWCP outcome based document reviews and on ILO and partner comments. Each outcome should be scored against key performance categories, using the multi-point scale, as given above. An example of the scoring matrix is given below in table 2.

A final section of the report should highlight overall conclusions and recommendations, and recapping major issues for the future.

The draft report should be shared with ILO staff and their partners, who can react to the findings and issues raised, and plan next steps to address these.

Table 1				
Scoring template for summarizing general findings of BCPRs				
General findings regarding DWCP design, outreach and implementation				
Performance area	Rating	ILO comments	Partner comments	Plans for next period
A. Relevance and coherence				
<i>Evaluator's comments:</i>				
B. Partnerships				
<i>Evaluator's comments:</i>				
C. Managing for results				
<i>Evaluator's comments:</i>				
D. Organizational arrangements				
<i>Evaluator's comments:</i>				
E. Knowledge sharing				
<i>Evaluator's comments:</i>				
Total score				

Table 2				
Scoring template for summarizing outcome-level findings of BCPRs				
Outcome-specific findings regarding progress and performance				
Outcome: _____				
Performance area	Rating	ILO comments	Partner comments	Plans for next period
A. Resource adequacy				
<i>Evaluator's comments:</i>				
B. Delivery of outputs				
<i>Evaluator's comments:</i>				
C. Use of outputs by partners/ target groups				
<i>Evaluator's comments:</i>				
D. Progress made (against outcome indicators)				
<i>Evaluator's comments:</i>				
E. Emerging risks and opportunities				
<i>Evaluator's comments:</i>				
Total score				

APPENDIX 5: PROPOSED METHODOLOGY FOR CONDUCTING DWCP INTERNAL REVIEWS

The experiences and lessons learned gained from undertaking DWCP Internal Reviews (the reviews) suggest that guidance for conducting such reviews should be principle-based given the number of pre-conditions that need to be met before such reviews can be successfully mounted. The methodology needs to be adapted to the specific purposes for undertaking the review, the needs of the country concerned, the status of the underlying DWCP, its institutional and management arrangements, its financing and its status of implementation. The review needs to take stoke of prevailing external factors, such as the political environment, the state of the global and local economy and environmental upheavals, such as earthquakes, tsunamis and major hurricanes, impacting on the DWCP. The review processes need to ascertain the extent to which risk mitigation strategies have been put in place and are operational. In adopting this principles based approach, guidance is provided by ILO's principles and rationale for evaluation in the ILO.

*Evaluation in the ILO is primarily used as a management and organizational learning tool to support ILO constituents in forwarding decent work and social justice. It is a critical means to improve decision-making, generate knowledge in the organization and provide verifiable evidence of effectiveness. An evaluation is an assessment of an intervention, focusing on what worked, what didn't work, and why this was the case. The evaluation process also examines if the best approach was taken, and if it was optimally executed.*²⁹

Proposed Principles

1. The purposes and priorities of the specific review should be clear. The reasons for undertaking such reviews can be classified as either for accountability, programme improvement and/or learning purposes. Whilst each review will typically encompass all of these purposes to some extent, the priority attached to each should be made clear. An internal review focussed on programme improvement and learning, a formative evaluation, will typically have a high focus on participation of key stakeholders. The style and process of undertaking such reviews will be different than when the primary purpose of the review is accountability as there may be more importance placed on independent assessment than participatory processes. This will also impact on ownership of the review report, notably ownership by the ILO Regional Office or independent evaluators involved.
2. At the outset, the Review Terms of Reference should address the question:
3. "What are the specific problems or issues that warrant undertaking this review?"
4. Formal DWCP internal reviews such as Biennial Country Programme Reviews are most beneficially undertaken when there is an agreed DWCP in place, ratified by the government and agreed by the constituent partners and which has appropriate institutional, management and financial arrangements in place. However, it may be necessary to undertake a specific review process to address these issues when they are found not to be in place.
5. There should be a means of vetting the Terms of Reference (TOR) to ensure that what is being sought meets the purposes of the review and can actually be attained (such as the data sought on

²⁹ ILO. Evaluation Office, *Policy Guidelines*, 2013, op. cit. p. 3.

DWCP achievements) with the resources provided. This may entail examining the contents of previous Reviews to determine how fully the Review team were able to fulfil their Terms of Reference and adapting the scope of the review accordingly.

6. The DWCP should have a clear monitoring and evaluation plan which is in operation and which provides the basic evidence on which to conduct the Review. Within the DWCP, there should be a results frame/logical framework in place which has addressed the questions:
 - a. What is the DWCP aiming to achieve (from outcomes through to inputs)?
 - b. How will we know we are successful (success criteria)?
 - c. What are the sources of information which provide the evidence that funds have been spent, activities undertaken, outputs delivered and intermediate and higher level outcomes attained? This will include quantitative data sources and information intended to be obtained from stakeholder surveys.
 - d. What are the external factors, assumptions and or risks that may prevent DWCP achieving its objectives and what strategies are in place to monitor and mitigate these risks?

[In this regard the review should consider how realistic the match is between high-level outcomes typically expected to be achieved in the DWCP and the initiatives implemented to achieve them. The review will be involved in putting together evidence that demonstrates a contribution made by the initiative. This will also involve assessing the role of ILO, as a broker for gaining the desired contributions from funding partners, or as a direct contributor using its comparative advantage in technical advice, policy and legislation, capacity building, trusted networker or advocate].

7. The management and institutional arrangements for the oversight and implementation of the DWCP must be in place so that the review is seen as part of the inherent management arrangements for implementing the DWCP successfully. This means that the review forms part of the ongoing processes aimed at improving the DWCP, enabling learning to take place amongst constituents and other key stakeholders. This is the essence of a formative evaluation.
8. Issues impacting on the tripartite constituents that affect the oversight and implementation of the DWCP need to be assessed before the review. This includes the stability and the interactions between the employer and worker groups representing their respective constituents and the comprehensiveness of government agencies involved (particularly as regards worker and employer issues).
9. Oversight authorities involved in the implementation of the DWCP, whether at country, regional or central office level, should confirm that there has been sufficient progress in the implementation of the DWCP to warrant undertaking a review process.
10. The review should engage the appropriate stakeholders involved, whether national government, worker and employer tripartite groups, funding partners, ILO, beneficiaries and the public. The strategy should cover national, provincial and local levels.
11. The roles and responsibilities of those participating in the review should be specified clearly in the management arrangements. As the reviews are focussed at country level, the needs of the ILO Country Office, to play its part in the review process needs to be considered.
12. In the TOR and in the process of the review, gender issues need to be addressed effectively.

13. The Terms of Reference for the review need to be tailored to the specific needs of the DWCP being implemented, taking on board formal review guidance provided. The nature and size of the review team and its duration should take into account Review principles such as objectivity, value for money, practicality and likelihood of being of material benefit. The duration of the review should be sufficient to engage with key stakeholders, whether tripartite partners, funding partners or beneficiaries to meet the Review's objectives. Where funding is constrained, the scope of the review may be tailored to the priority areas needing to be addressed.
14. Caution should be exercised when the Review is seen as primarily providing input into the design of the next DWCP. Experience with Reviews undertaken provides evidence that basic pre-requisites are often not in place, such as a ratified DWCP, funding, effective institutional and management arrangements and governance structures to effectively implement and monitor the DWCP. These issues can become the focus of the Review rather than determining what elements are most appropriate for achieving decent work outcomes.
15. Funding in place to implement the agreed components of the DWCP and actual and forecast expenditure should be made available when the Review is being considered. This will be needed to, among other things, assess implementation and provide a means to implement any modifications proposed by the Review.
16. As part of the Review process, an assessment should be made of how well the recommendations undertaken from previous or related review processes have been implemented.
17. Judgments made in the reviews about the performance of the DWCP should be as objective as possible. This involves the treatment and use of qualitative and quantitative data. Where ratings are used they should be sound, practical and based on actual evidence or verified by processes such as triangulation. They also should be fit for purpose and not imply a degree of accuracy beyond that considered appropriate.
18. Ownership of the Review's findings should be explicit. The Review's findings may represent the judgments of an independent analyst (such as in an RBSA review) or the perspective of the entity, such as the ILO Regional Office which commissioned the Review and/or had oversight of the Review. Where the Review has been drafted by an independent analyst who is asked to take on board the views of stakeholders consulted, it should be made explicit whose judgments the findings of the review actually represent.
19. The review process needs to engage with local interest groups as appropriate, bearing in mind accountability, learning, programme improvement, ownership and value for money considerations.
20. The Review process needs to ensure that the language(s) used for the review are suitable for enabling those who need to be consulted in the review process to full participate.
21. The Review process should identify the key barriers to, and opportunities for, effective communication to ensure information is made available to appropriate partners and they have an opportunity to respond.
22. As individual countries with their national cultures and sub cultures can have different perceptions about results-based management and vary in their understanding of DWCP concepts, issues and processes, the review process will need to be tailored to address their needs, including the languages adopted for oral and written communication.

APPENDIX 6: EXECUTIVE SUMMARY FROM META-ANALYSIS OF NINE DWCP EVALUATIONS³⁰

Rational for the study

In 2006, the ILO began evaluating the performance of its Decent Work Country Programmes (DWCPs). Between 2006 and 2009, six such evaluations were undertaken and evaluation reports published - covering Argentina, Indonesia, Jordan, Philippines, Ukraine and Zambia. The ILO commissioned this meta-analysis in order to derive lessons learned and identify good practices arising from these evaluations. In 2011, the ILO sought to update the meta-analysis with the inclusion of three more DWCP evaluations undertaken for Honduras, Kyrgyzstan and Tanzania. As an additional objective, the author has taken the opportunity to derive some lessons learned from these evaluations that may facilitate the conduct of future DWCP evaluations.

Detailed findings in relation to lessons learned about the evaluation of these nine DWCPs are set out in Chapter 4. Lessons learned regarding programme and policy formulation are set out in Chapter 5. Good practices identified are set out in Chapter 6. The conclusions, recommendations and next steps are covered in Chapter 7. Key findings are set out below.

Findings in regard to lessons learned

The meta-analysis did not find many specific lessons or guidance regarding Decent Work policies and programmes that have proven to be effective in achieving their outcomes. This is largely due to a lack of performance information on such outcomes being yet available for the DWCP evaluators to make such assessments for these evaluations. However, it did reaffirm that the strategy of pursuing a Decent Work Country Programme, as opposed to a set of individual projects, was sound.

Decent Work evolution from projects to programme

The meta-analysis found that the relevance and coherence of the DWCPs were improving, though progress varied between countries. The introduction of a country programme approach is of relatively recent origin. Thus, it has been a considerable and ongoing adjustment process to develop a more focused and coherent Decent Work programme targeting the needs of the country concerned which is owned by the constituents.

For most countries, the adjustment process initially involved reformulating a set of individual interventions, often funded individually by different donors, into a more focused programme based on agreed Decent Work outcomes. For those countries that had already been using a country programme approach before it was formally required, such as the Philippines, or were starting from a clean slate, as in Argentina, the adoption of a country programme approach was somewhat conceptually smoother. However, it still remained challenging to develop a coherent programme. This is evident in case studies for the Philippines, Argentina Tanzania (See Annex 4) that cover evaluations for the whole of the 2006 to 2010 assessment period.

At the time the DWCP evaluations took place, this transition process was still underway. For some countries, the DWCP framework was well advanced, demonstrating good practice in the preparation of the DWCP. Examples are the DWCP outcomes framework, the engagement with the tripartite constituents, and efforts made to institutionalize the Decent Work Agenda into the country institutions.

Organizational and institutional arrangements for DWCPs lag behind the progress in developing the conceptual frameworks for the country programme frameworks

³⁰ John Martin, op. cit.

While the conceptual shift to a DWCP approach was progressing, it generally moved ahead of the organizational and institutional arrangements needed to support its implementation and the achievement of its objectives. Changes needed to support the DWCP approach included: strengthening and broadening tripartite arrangements; aligning the DWCP with national development objectives; restructuring ILO offices to support the DWCP approach; and continuing to gain donors' agreement to providing Decent Work funding on a programme basis, such as through the Regular Budget Supplementary Account (RBSA), rather than by funding individual projects. [Information set out in "Financing Decent Work: Contributions to the ILO 2008-09", ILO, 2010, demonstrates that the ILO has been active in this direction which is evident in the later DWCP evaluations such as that of Tanzania]. The situation and progress in institutionalizing arrangements were different for each country. The DWCP evaluation for Zambia, for example, demonstrated that considerable efforts were underway around the time of the evaluation to address these institutional issues.

External factors and crises create opportunities for the ILO in countries affected, but can divert attention away from key aspects of the Decent Work Agenda

During the period under evaluation, the DWCP performance in some countries was severely affected by natural calamities and economic crises - notably the financial crisis in Argentina and the earthquake and tsunami in Indonesia. In both countries, the ILO was ideally situated by its mandate and working relationships with government to play a key role in formulating policies and managing interventions to overcome these crises (such as reducing unemployment and poverty in Argentina and managing reconstruction work in Aceh, Indonesia). As a result, the ILO achieved wide acclamation from domestic constituents and the international community for its role in responding to these crises and became a preferred channel for increased development assistance funding. In addition, the ILO learned some valuable lessons from the Argentine experience for the future handling of financial crises.

A difficult challenge, as well portrayed in the DWCP evaluation for Indonesia, was how the country office could undertake opportunities to resolve crises without being diverted from other key aspects of the Decent Work Agenda. The evaluators found that the ILO country office in Jakarta was highly regarded for its achievements in the reconstruction effort, including successful management of a large, diverse technical cooperation portfolio. However, the evaluators expressed concern over whether sufficient attention and resources were being allocated to Decent Work issues for which it is more difficult to mobilize resources such as social dialogue, including labour market flexibility and job security and practices.

Monitoring and evaluation (M&E) frameworks for DWCPs need development and implementation

The DWCP evaluations all encountered difficulties regarding the lack of performance information available to assess the overall achievements of the DWCPs. It is a challenging task to move beyond assessing the achievements of individual projects to assessing the achievements in terms of DWCP outcomes. To be able to do so, the DWCP evaluation framework needs to be thought through when the DWCP is being designed.

The M&E frameworks need to be institutionalized within the country structures

The institutional arrangements for the DWCP and for the accompanying M&E frameworks require further development in order to provide necessary performance information. Such institutionalization is required at the tripartite level where members wish to be engaged in the design and performance assessment processes of the DWCPs. Institutionalization would ensure their advice is acted upon. It is also required at the public sector level amongst those agencies whose mandate is to oversee Decent Work issues. The evaluations demonstrated that in some countries, such as Indonesia, much effort had been placed in capacity building and in the development of information management systems to assist the monitoring and evaluation of Decent Work initiatives by such agencies.

Findings in good practices

Given the status of the DWCPs, the evaluations generally provided little information on the achievement of DWCP outcomes. Some information relevant to the achievement of DWCP outcomes was provided in individual country evaluation reports. A range of such findings for Philippines, Argentina and Tanzania over the 2006-10 DWCP evaluation period. For example, the evaluation of the Indonesian Decent Work programme found that the ILO Country Office for Indonesia was influential in providing policy advice, demonstrated by such advice being incorporated into the planning, policies and draft legislation of various organizations. The ILO Country Office for Indonesia was also found to have raised the visibility of the concept of decent work, accelerated the ratification of core labour conventions, provided excellent training and training materials, and helped develop the capacity of various tripartite organizations.

Such findings have some general implications for future programming. These findings, along with those from other DWCP evaluations, indicate that the ILO has been achieving good outcomes in at least four key areas:

- in the ILO's provision of professional advice to client countries - resulting in improved
- decent work policies and legislation;
- in capacity building, notably of the tripartite constituents;
- in raising awareness of Decent Work issues and
- in institutionalizing Decent Work processes.

In relation to broader lessons learned, the ILO's experience in helping to overcome the 2002 Argentine financial crisis has recently been analysed and the lessons learned for the ILO have been set out by Maletta (2009). The main conclusions of Maletta's study are consistent with the results found here in relation to Decent Work, particularly the following:

- from the outset, adopt a tripartite approach and reach consensus on main actions through social dialogue;
- put decent work on the national policy reform agenda;
- develop flexible and close working relationships between the government and the ILO to enable a comprehensive response to the crisis; and
- build capacity and preparedness to face possible future crises.

In relation to the development and implementation of DWCPs, the DWCP evaluation for Indonesia provided the following examples of emerging good practice:

- the incorporation of the concept of "concentric rings of partnerships" consisting of an inner circle (partnerships with tripartite constituents - government, worker and employer representatives), a middle circle (partnerships with central agencies, like the Indonesian national development planning board) and an outer circle (partnerships with other government agencies, quasi-government agencies, NGOs, donors, multilaterals and other UN agencies). The Indonesia DWCP evaluation also identified the need for the ILO to change its partnership arrangements in Indonesia to ensure they specifically included provincial and local government level partners given the decentralized government arrangements now prevailing in Indonesia;
- the conduct of evaluability assessments on the DWCP documentation – examining objectives, indicators, baselines, milestones, risks and monitoring and evaluation;
- the use of logic maps which visually link the objectives of the major technical cooperation projects being implemented with the desired outcomes of the Decent Work Country Programme to identify gaps and ensure coherence; and
- the use of four different methods to gather evidence to assess DWCP results: these were the perceptions of ILO management and staff; the perceptions of informed observers of the ILO

Country Office in Indonesia's efforts during the years under evaluation; the findings of mid-term and final evaluations of relevant Technical Cooperation Projects conducted by the ILO Country Office in Indonesia and progress made on the official indicators and targets established in the DWCP.

In relation to the incorporation of the budget within the procedures and processes of government, there were varying degrees of progress and success. In Tanzania, Government leadership in overseeing aid management was evident in the creation of the Joint Assistance Strategy for Tanzania (JAST) and by efforts to strengthen Government core processes for planning, budgeting and monitoring. The long-term goal was to embed the donor-specific process into the national process in order to enhance mutual accountability and domestic accountability.

Dynamism, flexibility and dealing with upheavals

Major disruptions occurred in the economies of countries evaluated during the 2001-2010 decade in which the nine DWCPs were evaluated. In particular, Argentina faced an economic crisis; Indonesia faced a major earthquake and tsunami; and Honduras faced intensive political upheaval. All countries were affected by the financial crisis occurring in the later part of the decade. These disruptions had implications for the evaluative processes, both the logical framework/results framework and related M&E frameworks. Such frameworks were generally found to be inadequate to effectively evaluate the DWCPs.

When countries encounter disruptions, even if sound logical framework/results frameworks help generate desirable performance information, they cannot be static given the changing environment. This implies that the logical framework/results frameworks must be dynamic as well as sound. When addressing Decent Work challenges, they should be periodically reviewed to ensure they adequately reflect the needs and priorities of the countries concerned.

In order to capture the consequences of this dynamism and disruption, more regular assessment mechanisms are needed to complement the ex-post evaluation effort. ILO began conducting Country Programme Reviews (CPR) in 2008. In the light of this report's findings, it is recommended that increased attention be given to CPRs with a view ensuring relevant lessons learnt from this meta-analysis are taken on board - such as constituent engagement, changes to relevance and coherence, efficiency, effectiveness and potential sustainability. For another good example of the approach and usefulness of evaluability assessments, see the Tanzania DWCP Evaluation.

Risk strategies

The challenges faced in some countries, such as Honduras, present considerable risks in the achievement of DWCP objectives. The Honduras DWCP evaluation called for a risk mitigation strategy to be included in the DWCP, particularly in relation to political and economic risks.

The Way Forward

The findings of this meta-analysis need to be confirmed by sharing them with key constituents in the countries concerned and with other key stakeholders. This would provide a firmer and more fruitful base for the conclusions, recommendations, lessons learned and good practices. Sharing such lessons and good practices with ILO's constituents offers an attractive series of next steps to improve DWCP performance.

APPENDIX 7: SELECTED FINDINGS, LESSONS LEARNED, GOOD PRACTICES AND PERSPECTIVES

1. Example of assessment and scoring for CPR performance criteria: Comoros

In conformity with the guide “Biennial Country Programme Reviews” (BCPR), the methodology to lead this review is based on a document review, complemented by meetings, group and individual interviews with all stakeholders. The overall result is moderately satisfactory with an average score of 4.1, as indicated below:

Performance criteria	Score	Comments from ILO	Comments from respondents
A. Relevance and coherence	5.0	- Relevance of the programme where it reflects the country's needs and comes out of consultations with all key actors. It is also coherent with the different strategic frameworks of the country (GPRS, NEPFD (sic), etc.)	- Programme is aligned with the national development strategy - DWCP is known as an important tool for the country's development - DWCP is appreciated by association's core centers but remains unknown from the general audience
Comments from facilitator : The programme is coherent with national development programmes			
B. Partnerships and interagency relations	4.0	- Weak participation of technical and financial partners to the programme's implementation, caused by a lack of strong awareness campaign that should be led by the constituents	- Availability of the partners but few amongst them are associated to the programme - It is necessary to integrate other key ministries in the implementation structure
Comments from facilitator : Most of the partners lack useful information about the programme			
C. Results based management	4.0	- Achievement of a certain number of results - Technical capacities of constituents limited during elaboration and implementation design of programme - Monitoring & Evaluation Plan to further develop in order to measure efficiently the results - Weaknesses registered regarding the coordination and monitoring of the programme	- Slow permanent structure which must take care of collecting and managing data - Confusion between result and outcome indicators, creating issues to measure the level of achievements of programme results - Outcome and base of result evaluation to further develop
Comments from facilitator : The Programme is too ambitious ; the amount of activities is too high			
D. Organizational capacity of the constituents	4.5	- Very limited organizational capacities of the constituents, creating malfunction of the monitoring committee of the implemented DWCP - It is necessary for the constituents and other key actors to strongly engage in order to reach expected results	- Internal organizational weakness regarding some constituent's organizations
Comments from facilitator			
E. Knowledge management	3.0	- Weaknesses strongly felt at the level of knowledge management and sharing - It is necessary to revitalize the Monitoring Committee which should coordinate this topic	Few reports shared with actors - Irrational dissemination of knowledge - Communication's system to improve
Comments from facilitator : It is necessary to set up a communication's system in order to reveal the information to the actors			
Average	4.1		
Total Score	20.5		

2. Assessment of progress made towards DWCP Outcomes and ratings: Nepal

Under the two main outcomes of the DWCP, ‘Improved policy coherence’ and ‘Improved labour market governance’, there are 12 programme outcomes. The progress made by these 12 outcomes has been assessed as stipulated in the TOR (cf. Annex 1) by means of a scoring exercise concerning five main performance factors:

- Resource adequacy
- Delivery of outputs
- Use of outputs by partners/ target groups
- Progress made (against outcome indicators/milestones)
- Measure to response to the emerging risks and the opportunities.

The scoring procedure and the criteria and sub-criteria used are set out in the TOR and discussed in detail in Chapter 4. At the outset it needs to be underlined that the scoring is rather subjective in nature, and that this needs to be kept in mind in particular when discussing the individual scores. The overall scores indicate that the performance of ILO’s DWCP 2008-12 was satisfactory. The scores are summarized in Table 4.1. Out of the twelve outcomes seven have a rating between 3.1 and 3.3 and are thus labelled as “Very Satisfactory” according to the TOR, albeit in the lower parts of the scoring range (3 to 4). Five outcomes have a lower score of between 2.4 and 2.9, but all rate well into the “Satisfactory” range.

Looking at the five performance factors, one can conclude that Resource adequacy (A) rated the lowest with 2.75, which is not surprising considering that resource mobilisation has been difficult especially in the early years of the DWCP when Nepal just bounced back from a prolonged period of political turmoil. Factor E, Measure to response to the emerging risks and opportunities, is the second lowest, and here a contributing factor was that ILO did not have a systematic risk register, but mostly dealt with arising risks and opportunities in an ad hoc way. The delivery of outputs (B) and the use made of outputs by partners/ target groups (C) received average ratings around 3.0. Progress made against outcome indicators/milestones (D) received the highest rating of 3.3. (Pg.8)

Summary results & scoring: Performance Factors and Outcomes 2 time periods: Nepal

Table 5.1: Performance Factors for General Findings, 2007 and 2012

Performance Factors for General Findings	Scores in 2012	Scores in 2007 Adjusted & Original)		
1. Role and relevance of ILO in Nepal	Very satisfactory (3.5)	Satisfactory to Moderately Satisfactory	3.00	(4.5)
2. Tripartite participation & partnership	Satisfactory (3.0)	Satisfactory to Very Satisfactory	3.67	(5.5)
3. Focus & coherence of DWCP	Satisfactory (2.75)	<i>Not assessed as a specific criterion</i>		
4. Evidence of direct & indirect results	Satisfactory (3.0)	Moderately Satisfactory	2.67	(4.0)
5. Efficiency & adequacy of organizational arrangements	Satisfactory(2.75)	Moderately Unsatisfactory	2.00	(3.0)
6. Knowledge Management & Sharing	Unsatisfactory (1.75)	Satisfactory to Moderately Satisfactory	3.00	(4.5)
AVERAGE	Satisfactory 2.79)	Satisfactory to Moderately Satisfactory	2.87	(4.3)

*The 2007 original score (between brackets) was out of a total range of 0 to 6: Very unsatisfactory (1), Unsatisfactory (2), Moderately unsatisfactory (3), Moderately satisfactory (4), Satisfactory (5), and Very satisfactory (6). In 2012 the scoring range was set at 0 to 4. Therefore, the scores for 2007 have been adjusted to match those for 2012.

With respect to the outcome-specific findings only one of them, i.e. ‘Delivery of outputs’, scored lower in 2012 than in 2007 (Table 5.2). A graphic presentation of the comparison of the scores of the CPR’s in 2007 and 2012 shows the generally slightly higher scores in 2012 as compared to those in 2007 (cf. Graph 5.2).

Table 5.2: Performance Factors for Outcome-Specific Findings, 2007 and 2012

Performance Factors for Outcome-Specific Findings	Scores in 2012	Scores in 2007 Adjusted & (Original) *)	
A. Resource Adequacy	2.75	2.33	(3.5)
B. Delivery of Outputs	2.92	3.33	(5.0)
C. Use of Outputs by Partners/Target Groups	3.08	3.00	(4.5)
D. Progress Made	3.29	3.00	(4.5)
E. Measure to response to Emerging Risks and Opportunities	2.83	2.34	(3.5) **)
AVERAGE	2.98	2.73	(4.1)

*) The 2007 original score (between brackets) was out of a total range of 0 to 6: Very unsatisfactory (1), Unsatisfactory (2), Moderately unsatisfactory (3), Moderately satisfactory (4), Satisfactory (5), and Very satisfactory (6). In 2012 the scoring range was set at 0 to 4. Therefore, the scores for 2007 have been adjusted to match those for 2012.

**) Risks and opportunities were each assessed separately in 2007 (resp. 3.0 and 4.0), but are here averaged for reasons of comparison with the 2012 rating.

3. Results-management and institutional issues: Comoros

The DWCP defined clear outcomes, and there is a base for results evaluation in the document. There is a logic relation between outputs, outcomes and priorities. However, we note that the indicators of achievement of results are not clearly defined and quantitative baseline data are problematic. These indicators are limited at the level of outputs, making it impossible to measure outcomes. Another constraint relies also in the monitoring and evaluation system of the programme, which is not in function following the late instalment of the Monitoring committee. In fact, the Committee’s strategy is not yet defined, and the inexistence of the permanent secretariat which should ensure the functioning of this system, the collection and management of data to document programme results, seriously weaken the achievement of expected results. Thus, the review highlighted the necessity to rebuild the members of this Committee and install the permanent secretariat under the authority of the Directorate of Employment and Labour, for more effectiveness.

4. Key Lessons: Namibia

Participation in the Design of DWCP

Social partners should agree on the priorities at design stage of DWCP.

Institutionalising the DWCP work activities and Budget

Integration of DWCP into core activities of Ministry of Labour is key to success of the programme

Relevance

DWCPs must speak to actual concerns of business and labour

Capacity of constituents

Capacity building for social partners important to ensure their meaningful contribution

Collaboration by responsible government agencies

Collaboration between various government agencies is critical to ensure the successful implementation of the DWCP.

5. Review methodology weaknesses: Mongolia

The Review Team applied the tools and criteria outlined in the TOR. In applying the tools and criteria and considering that the BCPR was undertaken during the mid-term implementation period of the DWCP, the Review Team found the following **weaknesses of the methodology**:

- **Scoring system**: Aggregating the scorings on each individual criterion does not make an appropriate total scoring for the outcome as a whole when reviewing the outcomes holistically.
- **Lack of understanding of the review methodology** on the part of the stakeholders, particularly with the definition of the ratings.
- **The field visit was of limited time**. More time would allow for additional information to be collected as well as for verification and further discussion with stakeholders.
- To gauge stakeholders' assessment of the performance of the DWCP, the TOR of the BCPR should include a **time and cost effective web-based questionnaire survey prior to the field visit**.
- Given that the BCPR is conducted to review the mid-term progress with the implementation of the country programme, it is important **to involve technical specialists/experts as members of the Review Team** to assess progress of the country programme outcomes.
- **More participatory approaches** to ensure deep understanding of the context, performance review process and implications of the BCPR findings and recommendations for the implementation of the remaining period of DWCP. **The stakeholders' consultation workshop at the end of the field trip was the only interaction with stakeholders as groups**. More and earlier participatory interactions with the stakeholders including with the ILO staff would have strengthened the review process. [The assessment should be read taking into account the weaknesses in the methodology of the BCPR. P.4]

6. Timing of Review and status of DWCP: Cambodia

"The Review, especially the Biennial Country Programme Review, should be undertaken when the DWCP has been ratified and implemented. **The timing of the review needs to take into account the delays occurring in implementation once the DWCP is ratified as the scope of the programme and budget may occur after the DWCP has been implemented**. For instance there was a review of the Cambodia DWCP in November of 2007 for the 2006-07 EDWCP. For a number of reasons, including the financial crisis, the review was not finalised till November 2009 and signed of in January 2010."

7. Good example of leverage, provision of Budget information and its interpretation: Cambodia

“The ILO was often able to leverage significant impact from limited resources during the implementing of the DWCP 2008–2010. The ILO’s technical specialists are due much of the credit for this, with the effective use of experienced consultants and partnerships with other agencies also representing significant contribution. A good example is the Labour Dispute Resolution Project, which secured significant achievements (such as a garment industry-wide agreement on collective bargaining) with a relatively modest budget. Total resources from the regular budget for the period 2008–2010 amounted to US\$142,727, compared with US\$13,195,534 from extra-budgetary resources for technical cooperation (XBTC, including RBSA); this comparison emphasizes the critical importance of XBTC to the DWCP. The budget breakdown by DWCP outcome for the period 2008–2010 was as follows (NB: The breakdown excludes resources provided for predefined outcomes, which totalled US\$157,000):

Table Budget Breakdown by DWCP Outcome (2008–2010)

	Regular budget (US\$)	XBTC (US\$)	Total
DWCP outcome 1 (employment)	65 000	2 449 426	2 514 426
DWCP outcome 2 (labour governance and law)	32 727	5 802 559	5 835 286
DWCP outcome 3 (rights)	2 000	4 430 799	4 432 799
DWCP outcome 4 (social protection)	36 000	394 964	430 964
	135 727	13 077 748	13 213 475

The most obvious insight generated by this *breakdown is the much lower level of resources that were devoted to DWCP outcome 4 on social protection*. Because the review team received the budget data at the end of its Phnom Penh visit, there was no time to discuss this issue with the various people interviewed. Although a cost-benefit analysis is well beyond the scope of this review, *the review team’s conclusion is that the DWCP generally offers good value for money in terms of the outcomes achieved*”.

8. The only CPR demonstrating deficit between DWCP funding needs and funds available: Cameroon

Table: DWCP Financial Needs (in \$)			
Outcome	Estimated cost	Funds available	Deficit
R1	800,000	0	800,000
R2	1,030,000	0	1,030,000
R3	260,000	0	260,000
R4	395,000	105,000	290,000
Total	2,485,000	105,000	2,380,000

Source: DWCP, Calculations

9. Budget Information for DWCP linking budget and expenditure to outcomes: Nepal

Annex 1. All XBTC projects in Nepal that have contributed/linked to CP Outcomes (Agreement Start Date is > April 2008 till as of today)							
CP Outcomes	XB Symbol	Project Title	Total budget (US\$)	Total Expenditure (US\$)	Activities covered (%)	Agreement Start Date	Agreement End Date
NPL101							
NPL104							
NPL126	NEP/08/02/UND	Labour Force Survey II	200,000	181,400	100	24/07/2008	17/31/09
NPL127	NEP/10/50/UND	Support to the rehabilitation of verified minors and late recruits	322,070	316,146	100	01/08/10	31/05/12
	NEP/09/50/UND	ILO-FAO Jobs for peace: 12,500 youth employed and empowered through an integrated approach	1,851,785	1,735,802	100	01/03/2009	12/31/11
	NEP/07/02/IFA	Skill enhancement for employment project	870,000	791,516	100	11/05/08	31/12/11
	NEP/06/51/NET	Employment creation and peace building based on local economic development (EmPLED)	3,000,001	2,700,000	100	05/2007	30/04/10
	NEP/08/03/UNA	Employment creation for people living with HIV and AIDS (PLHA)	50,000	43,261	100	10/2008	11/2009
NPL128							
NPL801							
NPL802	NEP/10/03/UNA	HIV and TB transmission risk assessment of street vendors	47,775	46,961	100	17/01/2011	29/06/12
NPL803							
NPL826	NEP/08/01/AGF	Protection of migrant workers through better regulation & monitoring of private recruitment agencies	200,040	166,118	100	04/06/2009	30/06/2011
	NEP/08/02/MUL	Promotion of indigenous peoples' rights in the constitution-making and state-reform process in Nepal	1,120,791	1,064,994	100	22/10/08	31/07/2011
	NEP/10/02/UNA	Behaviour analysis of returnee sex workers from India	35,637	31,996	100	01/03/11	29/06/12
	NEP/06/50/USA	Sustainable elimination of child bonded labour in Nepal Phase II	2,000,000	1,900,000	100	09/2006	31/12/10
NPL827							
NPL828							
NPL829	NEP/11/01/DAN	Support to the implementation of Nepal's National Master Plan on the elimination of child labour	280,000	110,047	70	31/08/11	31/12/12
	NEP/10/01/MIRL	Preventing Trafficking of Nepalese Migrant Workers	100,000	95,743	100	01/09/2010	30/09/2011
		Opening a new front in the fight against HIV/AIDS: Prevention for Migrant workers	288,907	260,675	100	10/2008	10/2009

10. Limitations in Budget information availability and results frame and implications for efficiency and programme of work including union and employer perspectives: Dominican Republic

“However, *it is not possible to establish whether the use of resources for this programme was efficient, since when the DWCP was designed, the level of resources for each priority, outcome or output was not defined.* The Decent Work Programme was conceived as a global framework that would later be put into operation by the Work Plan. That makes it difficult to establish a relation between invested resources and budgeted resources. In addition, it reflects a clear limitation to measure the level of economic commitment that at the time was signed by all stakeholders. The budgetary issue appears to be unknown even internally to those who implement projects in the country; the document project is available, including the goals and programmed activities, but the amounts related to these are not (see Annexe 2). That can reduce the efficiency that would be achieved if those who work in the country could recommend a different use of the budget based in those necessities that arise immediately.

Furthermore, **the union sector, mainly, recognizes the existence of economic limitations to tackle different issues**, such as outsourcing, labour flexibility, labour health - especially in the mining industry - insecure working conditions and others, such as collective bargaining by branch, **which cannot be addressed due to a lack of resources.**

Representatives of the **employers sector did not agree with the use of standard criteria in the building of DWPs in all countries**, according to their discretion. **They consider that the ILO tends to elaborate similar proposals in all countries**, not conforming to an updated diagnosis of the country's needs, which affects the achievement of expected results.

The projects have a function and structure that help substantially: they show a great operational capacity and are extremely efficient. Projects are very important to ensure good outcomes both nationally and regionally; yet, they are threatened by their presence in time.

The review showed that **67% of indicators had a medium or high range, which would suggest that, perhaps, the design and programming of indicators should be more realistic. Furthermore, some indicators were developed regardless of appropriate technical requirements.**

Recommendations

The ILO should study other models of organization that better reflect the cooperation framework established by the DWCP, with more presence and resources in the countries and not only in the regions. It would be important **to include more qualitative indicators** of effects and priorities and to reduce the number of output indicators. For instance, constituents might feel encouraged even though they have not reached the indicators designed for that particular matter. It is clear that what the ILO performs is regarded in measurable outputs, but there is no consensus on how to measure those effects; in a well conducted project it is easy to spot causality, **but when it comes to countries and multidimensional issues, that causality is lost** (the one that outputs provide to measure effects). **It would also be important to develop intermediate evaluations and to establish more participative monitoring systems that invite constituents to determine the progress achieved and the remedial actions.** (p. 48)

For its part, the Government has largely invested in the development of the activities that fall within its institutional mandate and in support of the DWCP. **However, we cannot prove whether there was an efficient use of resources in this Programme, for when the DWCP was designed, the level of resources that each priority, outcome or output would cover was not defined.** The Decent Work Programme was conceived as an overall framework that would later be put into operation by the Work Plan. What is certain is that certain goals could not be achieved due to the lack of resources, as was the case with the occupational safety and health issue, which was not promoted enough due to the lack of a specialist in charge or a project that channelled resources.

There is also the problem of the lack of knowledge of the budget by those implementing projects in the country, both of the general budget and projects' budget.

More time and efforts should be dedicated to planning and DWCP budgets so that the feasibility of the Programme can be economically projected. Constituents should become aware of their capacity for action and commitment. **Associating the budget to the DWCP would bring the benefit of offering a better measure of financial performance** (p. 51)

11. Role and contribution of Country Office: Ethiopia

"In connection with DWCP, the role of ILO country office is to provide largely technical assistance to the tripartite constituents plus partners as they endeavour to own and implement the Programme and mobilize the necessary resource for its smooth and effective execution. **The ILO country office is believed to possess the capacity and comparative advantage to enable efficient performance of its responsibilities.** The information obtained during the evaluation indicates a fair amount of effort to have been accomplished by ILO country office toward creating an enabling environment for the constituents. Nonetheless, the office's contributions were also found to be less than adequate especially in relation to resource mobilization. **DWCP is known to have been adopted on the key assumption that the required funds would be generated through projects designed by the**

constituents plus partners. In view of this, the measures taken by ILO country office to enhance the capacities of the constituents and coordinate their activities in effective project design and fund solicitation proved to be far from sufficient.

Moreover, *the country office was expected to exploit its bargaining power and comparative advantage by virtue of its position on the UNDAF planning and management team*, to ensure that MoLSA received its due share of the resource made available through this channel”. (p. 38)

12. Institutionalization of DWCP: Ethiopia

“Tripartite partnership forms the basis for DWCP implementation. Accordingly, the experience over the last three years points to constructive engagement between ILO country office and its constituents in the formulation of DWCP, identifying priorities, and embarking on Programme implementation. Yet, there have been challenges that constrained progress and require to be addressed. ***Principally, failure to institutionalize the DWCP and accept it as one's own Programme was found to be a serious limitation. A further and no less serious limitation was that the steps taken to coordinate the activities of various partners outside the tripartite constituents were inadequate.*** ILO country office's partnership with UNDAF is thought to enhance its comparative advantage in favour of DWCP. In this regard, the country office has managed to negotiate and influence employment and decent work agenda to be mainstreaming in UNDAF and limited amounts of funds to be mobilized. Yet, the efforts made by ILO country office separately, and indeed by the constituents plus partners collaboratively, to win the support and attention that the labour sector deserves from UNDAF remained minimal.

The experience with DWCP has shown that access to resource required for Programme implementation is a serious concern. The ILO country office and its constituents are therefore required to exert utmost effort to deal with the problem. This necessitates the office to fully exploit the comparative advantage that it has with UNDAF to see to it that MoLSA has access to its due share from the resources channelled through this framework. As for the constituents, they are expected to work together with the ILO country office in sensitizing donors to resource requirements, articulating issues that deserve funding, engage in active lobby and advocacy campaign to access available funding opportunities and press the government to allocate budget for DWCP-related employment and labour issues.” (p. 39)

13. Overall lessons learned, including funding constraints: Ethiopia

“As a policy, **the merit of DWCP lies in that it sets out country priorities** and indicative outputs and outcomes, identified in consultation with major actors in the labour sector. This has helped to create an enabling environment where individual projects can be developed and implemented on the basis of the themes prioritized in the different Programme components. The lesson learned is that this

approach **helps to coordinate actions at national level and avoid piecemeal efforts.** The programme facilitates experience sharing and capacity building process that leads to more efficient administration of the labour sector. **The limitations observed are therefore not related to the Programme as a policy document but, rather, to the implementations of the actions at micro level.**

Important as it is, **the involvement of the tripartite constituents in the design and formulation of DWCP alone may not signify full commitment and acceptance of the Programme.** A practical lesson that can be drawn from the constraints experienced in the implementation of DWCP is that the most effective way to fully engage constituents plus partners in the execution process is by promoting informed Programme **ownership.**

It is one thing to have a programme document with accompanying IP and M&E framework, but quite another to get these implemented on the ground. ***It is of cardinal importance to put in place a***

functional governance structure that can effectively oversee and coordinate programme implementation and monitoring, to ensure successful conduct of activities and the attainment of outcomes. The DWCP document assumes that the various country priorities that it sets out are to be implemented by means of funds generated through projects developed on the basis of the themes/issues that it embodies. Experience has revealed that this assumption constitutes a major drawback in the design. **That the required resources have not been forthcoming continues to pose a serious challenge.** The lesson learned in this regard is **that future DWCP documents should be drafted with accompanying fund worthy projects designed** through the active involvement of the ILO country office and national constituent in the entire process.

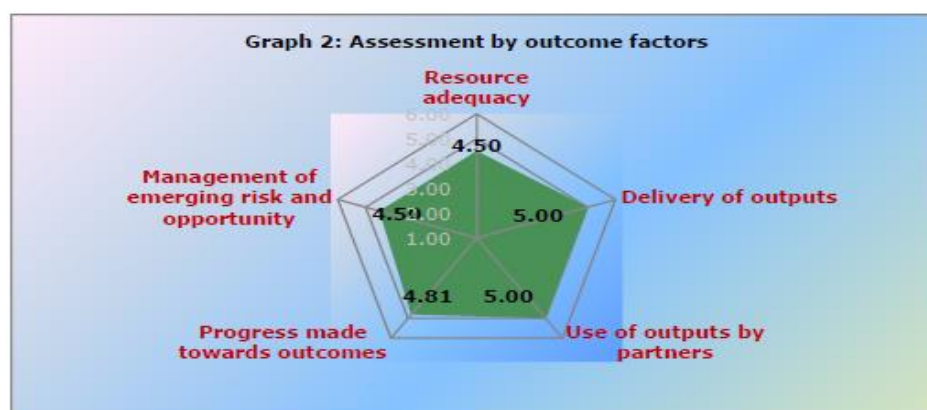
14. The experience with **capacity building programs** for constituents has taught the lesson that it is **not sufficient to provide technical support without prior identification of capacity needs/gaps.** The capacity building programs can produce impacts and meet their targets when they are undertaken on the basis of advance planning, need assessment, and capacity requirements as per smart outcome **indicators** articulated in the IP and M&E framework of DWCP document”.(pp. 34-35).

15. **Good example of graphical presentation of ratings: Albania**

The overall assessment of the DWCP by the performance factors is rated 5.27 - Satisfactory to Very Satisfactory as indicated in Graph 1 below.



The overall assessment of the DWCP by the outcomes' factors is rated 4.76 - Moderately Satisfactory to Satisfactory as indicated in Graph 2 below.



Based on the evidence from the desk research and field work, the overall grade of achievement of the ILO DWCP in Albania is 5.01, assessed as SATISFACTORY by taking into consideration the ratings of the criteria in the graphs above

16. Close links between DWCP and government agenda: Albania

Over the last two decades, the ILO has been the permanent supporter for the delivery of significant technical assistance aimed at institutional strengthening and capacity building of the social partners' organizations and government institutions. The ILO in cooperation with Albanian constituents and other international donors has been assisting the country in various areas of national significance including human rights at work, employment policies, labour market development, social protection, social dialogue, labour inspection, prevention of people trafficking and child labour. The ILO promotes the adoption of International Labour Conventions in the country, specifically some 44 ratified conventions. The contribution of the ILO is also significant in trying to accomplish the goals of the NSDI, EU SAA, One UN Programme and MDGs and World Bank Country Assistance.

In order to promote employment to the heart of social and economic development the ILO has designed the Decent Work Agenda which requires sustained effort towards achieving the ILO's four strategic objectives (including gender equality as a crosscutting objective): 1) creating decent jobs 2) guaranteeing rights at work 3) expanding social protection and 4) promoting social dialogue and a culture of tripartism.

The ILO has determined that the Decent Work Country Programme (DWCP) is to be the primary delivery mechanism for the implementation of the Decent Work Agenda. A DWCP has two fundamental objectives: 1) to promote decent work as a key component of national development strategies, and 2) to organise the ILO knowledge instruments, advocacy and cooperation at the services of the tripartite constituents in a results-based framework.

The ILO constituents through consultations determine the priority areas for intervention, the corresponding outcomes and several quantifiable indicators for each outcome. For the purpose of promoting decent work, the ILO periodically and systematically invites each Member State to embrace this new policy as a national objective and develop an appropriate strategy for its successful accomplishment. Such ILO initiatives combine advocacy, partnership, ownership and co-operation in defining and implementing a decent work strategy in accordance with national needs, characteristics and opportunities. The pursuit of the decent work objective is always carried out in conjunction with ILO constituents in every country.

The DWCP adopted by the Albanian Government and national partners in April 2008 encompassed all efforts to be undertaken by the ILO and its constituents towards progress with the decent work agenda. These efforts were planned to take place with the participation of other UN agencies and international donors. **The programme promotes decent work as a key component of development policies and at the same time as a national policy objective of both the government and the social partners.** In line with the above-mentioned important national policy documents, a DWCP was developed for the period 2008-2011. Within the overarching theme "Decent Work for All" the ILO focused on three country programme priorities in 2008-2011, which were seen as long term goals, as shown in the table below. The current DWCP has seen the selection of three priority areas, ten programme outcomes and 32 outcome indicators.

The **CPR exercise was a participatory assessment of the programmes**, which meant the participation and contribution of not only ILO staff, but also of the tripartite constituents in Albania. About 30 representatives from government, trade unions and employers' organizations were interviewed and consulted including the Overview Board of the DWCP. The review was done based on the priorities and planned outcomes outlined in the DWCP document. The interviews were developed based on the ILO-EVAL structured performance factors and outcome-specific factors accompanied by the related 22 evaluation questions provided in the ToR. The assessment of the interviewees was structured on two levels, which comprised performance findings and outcome-level findings.

17. **Example of project considered successful: integrating people with disabilities in labour market: Armenia**

Box 1: Promoting integration of people with disabilities into labour market

Armenia is actively promoting equal opportunities for disabled job seekers. To facilitate integration of disabled job seekers into the labour market an Active Labour Market programme (ALMP) has been launched by the Government, providing wage subsidies to employers who hire people with disabilities. The program foresees an adaptation of workplaces in accordance with the needs of persons with disabilities being hired for the particular workplace.

The project has been piloted in three branches of the SESA. With support of the ILO, personnel of the SESA is trained to conduct needs assessment of persons with disabilities and discuss opportunities for skills upgrade in relevance with existing relevant job opportunities. Simultaneously, SESA works with potential employers and negotiates placement of the person with disability, analyzing opportunities for reasonable adaptations of the workplaces to the needs of the PwD – future employee. The adaptation might include training of the PwD (this might be with or without application of the MST) or employer, as well as equipment of the workplace with specific tools and mechanisms to support future employee with disabilities, or softer adaptation, such as negotiation of flexible working hours. Within the Governmental ALMP, wage subsidies to the hiring employer are provided, too. This project was preceded by the approval of relevant amendments to the Law on Employment, suggested by Government and adopted by the Parliament.

Several innovative aspects are important for mentioning. First of all, traditionally in post-soviet countries the offices of medical and social expertise defined a “disability group” of an individual – based on medical assessments conclusions were made on the *limitations* of work ability. In Armenia, the employment center conducts assessment of work ability (obviously, taking into consideration recommendations of the medical and social expertise offices). But it is, basically, analysis of what *can* the person do, not what s/he can’t. This important switch in the focus provides the ground of further steps, such as training, search of employee, workplace adaptation (financed by the SESA) and wage subsidies as a compensation for lower labour productivity.

The approach, thus, is need-based and involves intervention on three-tiers: on macro-level – through relevant amendment in legislation, on mezzo-level – by training and development of relevant capacities of the SESA, and on a spot-level – conducting simultaneous work with both employer and employee, which at the same time provides a good ground for social partnership. As a result, persons with disabilities benefit from successful integration into labour market, which creates equal opportunities for them in an effective way.

18. **Constituent participation, coordination, communication and language issues: Kazakhstan**

According to the interviews with the constituents and implementing partners, the success in the implementation of the DWCP is due to an effective **coordination** of different activities among each other, and to the fact that the **DWCP corresponded to the constituents’ own goals and objectives**. The issues addressed by the programme proved to be topical for the constituents’ own agenda.

The **effectiveness of interaction** between the ILO and social partners **would have been higher if there was a broader involvement of experts, specialists and mid-level officials from the ILO, the Ministry of Labour and Social Protection, the Federation of Kazakhstani Trade Unions, and Confederation of Employers of Kazakhstan**, so that they could establish direct long-term contacts among themselves, **going beyond the top management of these organizations**. The programme would have been even more effective if there was an **involvement of other unions of employers and workers**. The market economy and the ongoing reforms provide the basis for both formation and reorganization of various unions of workers and employers. These unions, which quite often have short-term and narrow goals and objectives, should be aware that their work would be more effective, sustainable and strategically oriented, if they understand that **involvement into the**

implementation of the Decent Work Country Programme and promotion of universally recognized international labour norms and standards would allow them to be more competitive and acquire a more “civilized” status.

It should be noted that the **usefulness of all the provided information would have been higher if it were provided in the Russian language**. The partners noted that due to the lack of specialists with the knowledge of foreign languages in the constituents’ organizations, **availability of technical materials, analytical studies, reports in Russian is an issue**.

In general, **the new DWCP will be implemented successfully if representatives** of the Kazakhstani government, Federation of the Kazakhstani Trade Unions, Confederation of Employers of Kazakhstan and other unions and communities of employers and workers **are involved in its development**.

The new DWCP will be implemented successfully if it is **coordinated with the strategic goals and objectives of the tripartite partners**.

The programme will be more specific **if it is based on the strategic development the Ministry of Labour and Social Protection**, because the Ministry is not only one of the sides of the social partnership that will sign the Programme, but **also because its strategic plan is formed in the context of the national development framework** until 2020 and the implementation of “Kazakhstan-2030” Strategy.

In order to further enhance the positive impact of programmes on decent work, it is necessary that a **new DWCP is coordinated** not only with major strategic focus of the tripartite partners, but **also with the guidelines announced in the Address “Social modernization of Kazakhstan: twenty steps to a society of universal labour.”**

It is recommended to consider the possibility of the **involvement of other unions of employers and workers existing in Kazakhstan** into the cooperation on a future DWCP.

One of the important future activities for the Federation of the Kazakhstani Trade Unions and the Confederation of Employers of Kazakhstan will be expanding work in the sphere of **informal employment**.

Resolving labour disputes, establishing civilized labour relations in different sectors of the economy will also be some of the most sensitive and urgent tasks of the social partners.

19. Scoring system and ratings including explanation of ratings: Kazakhstan

1	2	3	4	5	6
Highly unsatisfactory	Unsatisfactory	Somewhat unsatisfactory	Somewhat satisfactory	Satisfactory	Highly satisfactory
No results at all; outputs not delivered	Planned results not achieved, although some outputs were delivered	Planned results still pending, but likely to be achieved	Planned results partially achieved	Planned results achieved to a full extent	Planned results exceeded, beyond expectations; performance very successful and over accomplished

20. Time constraints and implications for ratings: Cambodia

Constraints

The main constraint in conducting the review was the limited time available for interviews and document review. The ILO programme in Cambodia is relatively large and encompasses a range of sectors and actors. Rigorously reviewing each of the 14 outcomes and their constituent projects was impossible. For this reason, the team leader considers the scores assigned to the outcomes in section 4 and Annex IV of this report to be highly subjective and of limited utility.¹

Rectangular Snip

¹ The review team members are not unanimous in their view concerning the constraints of the methodology of the country programme review. The team leader believes that the scores imply a degree of rigour that simply cannot be justified given the various constraints to the review process, and all readers of the report need to be made aware of this so that they can judge the contents accordingly. The members of the review team think, however, that the scores should be used as a relative indication of the areas that may need the most attention or improvement in ILO management rather than as an absolute comparison.

21. Ratings, consultant assessment and limitations: Namibia

The ratings made on the various anticipated programme outcomes were done by the consultant, based on the information provided during the assessment. **The ratings merely reflect a kind of overall “summary assessment” by the consultant. It is important to keep in mind that few hard data exist on some of the outcome areas, for example outcome 3. In such instances, the ratings are based on assumptions and available information.** (pp. 9-10)

22. Ratings and modified scoring system with accompanying definitions: Nepal The modified scoring categories are:

0-1	1-2	2-3	3-4
Very unsatisfactory	Unsatisfactory	Satisfactory	Very satisfactory

Very Satisfactory – when the findings suggest substantial performance achieved by the DWCP Nepal against the performance criteria. Good practices could be developed/ demonstrated. No major shortcomings were identified.

Satisfactory- when the findings suggest satisfactory performance by the DWCP Nepal against the performance criteria. Some minor shortcomings were identified.

Unsatisfactory – when the findings suggest limited performance of DWCP Nepal against the performance criteria. Major shortcomings were identified.

Very Unsatisfactory – when findings suggest failure of the DWCP Nepal against the performance criteria. Major shortcomings were identified (p. 75)

23. Government adoption of decent work agenda, use of national statistics for decent work indicators and retrospective analysis: Kazakhstan

“Establishing a socially-oriented market economy in Kazakhstan is impossible without providing decent work to every Kazakhstani citizen, including foreigners who work in the country and labour migrants. The Concept of Decent Work is a significant part of the Kazakhstani government work, as well as unions of employers and workers. Due to its significance, **the Agency on Statistics of the Republic of Kazakhstan monitors the implementation of the Concept of Decent Work** using the following indicators:

1. Possibility to obtain/find a job and to freely choose a job which is expressed in the number of employed and the ratio of employed and unemployed people on the labour market;
2. Jobs stability and security, expressed in the availability of an official labour contract for an indefinite period of time, degree of social protection of employed and the level of their coverage by vocational education, availability of training and re-training;
3. Social dialogue and labour relations, expressed in the coverage of workers by collective agreements or labour unions, level of social benefits (social protection) from the employers;
4. Safety of work judged by the indicator of unfavourable or hazardous working conditions, as well as coverage by occupational accident insurance;
5. Duration of work in relation to the normal working hours of 40 hours per week;
6. Harmonious combination of work and family responsibilities, which makes possible to combine household duties and employment.

A **retrospective analysis of the implementation of the Decent Work concept in Kazakhstan through the prism of the abovementioned indicators for 2005-2011** revealed a number of positive trends. Thus, starting from 2005 the number of employed (indicator 1) increased year by year from 7,262,000 in 2005 to 8,301, 600 persons in 2011. The increase in the number of employed population was due not only to an increase of economically active population (due to the entry of the new generation into working age and due to migration), but also to the reduction of the level of unemployment (Graph 1).

24. Use of three levels of constituents for engagement with social partners: Kazakhstan

“.... it should be noted that the Republic of Kazakhstan has a three level system of social partnership. It is implemented through a system of relations governed by agreements at three levels: **country, sector/industry and region**. At the national level social partnership is ensured by the Republican tripartite commission on social partnership and regulation of social and labour relations. The main instrument at the national level, based on which social partnership is implemented, is the General agreement between the government of the Republic of Kazakhstan, national unions of workers and of employers”.

25. Assessed overall achievements and link to political will: Kazakhstan

“In conclusion, the review shows that DWCP for 2010-2012 has been successfully accomplished according to the plan. Outcomes under all the three Priorities have been achieved satisfactorily. This comes as a result of active cooperation of the ILO and the tripartite constituents.

Research and analysis of implementation of DWCP for 2010-2012 revealed that its **successful implementation would not have been possible without technical and financial inputs from the ILO, including its specialized programmes and technical cooperation projects.**

Moreover, based on the detailed analysis of DWCP 2010-2012 implementation, it should be emphasized that **good coordination of efforts by the ILO and tripartite constituents provided a solid basis for its implementation.**

According to the interviews with the constituents and implementing partners, the success in the implementation of the DWCP is due to an **effective coordination of different activities among each other, and to the fact that the DWCP corresponded to the constituents' own goals and objectives.** The issues addressed by the programme proved to be topical for the constituents' own agenda. It should be noted that **the constituents cooperate with numerous international organizations in the sphere of employment, labour market, social protection, child labour, and gender policy** such as WB, IOM, UNDP, UNICEF, OSCE and others. Thus, the department of social assistance of the Ministry jointly with the World Bank conducted a pilot project on payments to low-income persons and their families to pay for child care. In matters of poverty reduction, UNDP and UNICEF were actively involved in improving social support for families with children.

However, according to the respondents, if compared to other international organizations, **the ILO is the only international organization, which provides assistance in the improvement of labour relations in Kazakhstan in the framework of the DWCP.** Different methodologies, studies, guidebooks, and other materials produced during the DWCP implementation have been used by the social partners in their activities. For example, the methods of subsistence minimum determination, as well as the results of research on transition from **informal to formal employment** provided the constituents with a solid basis for organizing various seminars, workshops, and round tables for employers, workers, and government employees.

At the same time, ***the effectiveness of interaction between the ILO and social partners would have been higher if there was a broader involvement of experts, specialists and mid-level officials*** from the ILO, the Ministry of Labour and Social Protection, the Federation of Trade Unions of Kazakhstan, and the Confederation of Employers of Kazakhstan, so that they could establish direct long-term contracts among them-selves, going beyond the top management of these organizations.

When implementing Priority 1 of DWCP 2010-2012, the social partners have had a possibility to obtain information on the global and regional experiences in the development of labour relations, employment and OSH through modern means of communication. At the same time, they received complete and comprehensive information from the subregional ILO office and, in particular, from the national coordinator. The information has been very useful and was used in drafting both the Concept of Employment and the long term Employment Programme - 2020.

It should be noted however that ***the usefulness of all the provided information would have been higher if it were provided in the Russian language.*** The partners noted that due to the lack of specialists with the knowledge of foreign languages, translations of the materials were often becoming available with some delays. This fact particularly affected the development of methods of subsistence minimum determination, when information on Canada, Bulgaria, and Finland experiences kindly provided by the ILO on partners' request was not enough and there were difficulties in obtaining additional information due to the translation problems and time constraints.

One of the particular strengths of the DWCP is that it helped to address the issues of employment. It should be noted in this context and, in particular, in line with Priority 2, Outcome 2.1, that a special programme on **youth internships** is being implemented by the government. It envisages creation of special "social" workplaces for youth, so that young people can get work experience according to their specialization acquired in educational institutions. Another example is the **Road Map for Business**, which is being implemented within the framework of DWCP, in particular the abovementioned priority 2. As a tangible outcome of the Road Map, more young people have become interested in entrepreneurial activities.

While noting the positive effect of DWCP on the improvement of labour relations in the country, the programme partners note that ***it would require a more detailed structuring and systematization in the future. According to them, it is necessary “to present the programme in a more systematic way and, in particular, attach tables showing a specific plan (algorithm) of action.”***

Another strength of the DWCP 2010-2012 is that such recognized organizations, as the Federation of Kazakhstani Trade Unions, and the Confederation of Kazakhstani Employers, took responsibility for its implementation. These national organizations, which represent unions of workers and employers, have an extensive practical experience in the field of social partnership, negotiations at various levels, and resolution of sensitive issues between workers and employers. It is their sense of responsibility, earnestness, and understanding of the national significance of social partnership and decent work that formed the basis for the implementation of the country's DWCP 2010-2012.

At the same time, the programme would have been even more effective if there was an involvement of other unions of employers and workers. The market economy and the ongoing reforms provide the basis for both formation and reorganization of various unions of workers and employers. These unions, which quite often have short-term and narrow goals and objectives, should be aware that their work would be more effective, sustainable and strategically oriented, if they understand that involvement into the implementation of the Decent Work Country Programme and promotion of universally recognized international labour norms and standards would allow them to be more competitive and acquire a more “civilized” status.

To use a metaphor, the situation can be compared with the rules of road safety. The drivers in all the civilized countries know road safety rules and only in places where there are no rules there is chaos, disorder, a huge number of casualties and accidents. It should be noted that in Kazakhstan, the international standards in labour relations, occupational safety and social protection are mainly applied at large enterprises, while the situation is more problematic at small and medium enterprises. Small and medium enterprises in most cases are not engaged. Such a pattern is apparently due to the fact that small and medium businesses are at an early stage of their business development, while their employees, who obtained jobs in a highly competitive environment, face other more pressing issues. Thus, it is more important for the employers to survive competition by any means, including at the expense of workers' rights, while workers are eager to keep their jobs, even if they have to sacrifice their labour rights. Such situation might exist in many countries.

However, in our opinion, if a government agency organized free courses on Labour Legislation to eliminate illiteracy in labour issues, there would be less violations of the legislation. Employers, who would attend courses on Labour Rights and Human Resource Management, will have to understand that they are dealing not with slaves or “labour force” that blindly obey their orders, but cooperate with human beings or human resources interested in a company's growth and prosperity. Having attended such courses, future employees will not only be aware of their rights, but will also know whom they can turn to and how they can act in case their labour rights are violated. With regards to the implementation of international standards and various approaches to the issues of labour relations, social protection, labour migration, etc., according to the Federation of Kazakhstani Trade Unions, there is an acute need for seminars to be organized in the framework of the DWCP on a regular basis, not as one-time events. In general, the need for workshops and seminars on a regular basis was expressed by many respondents from all the three parties to the social partnership.

All the constituents and, in particular, the Confederation of the Kazakhstani Employers, noted great effectiveness of work completed under the DWCP 2010-2012. As an example of such effect, during one of the trainings with the participation of employers conducted in the framework of the DWCP, the participants came up with a recommendation to include a provision prohibiting child labour into the agreements concerning acquisition of land slots, trade and industrial facilities. So that if an employer violates this provision, the agreement should be terminated. In the opinion of the Confederation of the Kazakhstani Employers, such measure could be effectively applied not only in Kazakhstan but also in other countries. Discussing ways to improve and further develop the DWCP,

its implementers noted that it is necessary to pay attention to industry-specific aspects of safety at work, especially in agriculture, construction, railway transportation. In addition, due to an increasing number of labour disputes and conflicts, there is a great need in trainings, seminars and courses on labour disputes settlement, negotiations strategy and theory of conflict. Another issue for inclusion into the future programme, according to the partners, is formalization of the status of self-employed.

26. Example of report that covers many key issues of the meta-analysis report: Namibia

Making the DWCP the main vehicle for ILO support to Namibia has been very successful in avoiding fragmentation and creating linkages between different activities and stakeholders. The support rendered by the ILO Pretoria Office to Namibia's tripartite constituents is highly valued. Also, the DWCP has to some extent helped to facilitate better inter-agency co-operation and created new platforms for dialogue and co-operation.

Treating DWCP related activities as part of the core functions of the Ministry of Labour has enhanced the programme's success. However, the DWCP is still poorly known in Namibia outside a group of key stakeholders." (p. 3)

The ILO should maintain its focus on inclusive co-operation between stakeholders, including several ministries, employers, labour, informal economy associations and relevant NGOs as well as international agencies. Creating such a broad forum for debate of developmental issues relating to the DWCP will help to overcome the trend towards the "compartmentalisation" of programmes. A broad forum will also be appropriate to discuss contested policy areas of competitiveness and labour flexibility.

ILO programmes are most effective if they are locally owned and driven and if local capacity exists to do so. DWCP progress has at times been slow due to local capacity issues and this should be systematically addressed in the next 2 years. Support to constituents (especially labour) to build their capacity is therefore crucial and should be intensified as a precondition for the speedy and effective achievement of DWCP goals.

The incorporation of the DWCP into the mainstream programmes of the Ministry of Labour has been a very successful strategy in Namibia and should also take place amongst business and workers' organizations. This would "mainstream" the DWCP as a core ingredient of all labour stakeholders in Namibia.

The ILO's tripartite structure is both a strength and a weakness. The strength is to bring key constituents together but their interests may differ as has been shown in the debate on the Labour Amendment Act 2012. Internally, the ILO should develop mechanism for collaboration to tackle cross-cutting issues in a holistic way without specialists being tempted to focus on their particular area only. Practically, this could entail the establishment of small team of advisors and experts to deal with broad policy areas like employment creation.

Differences views exist in Namibia on the question of the most suitable institutional arrangement for social dialogue. TUCNA in particular has proposed a NEDLAC-type arrangement while employers and government are more inclined towards a strengthened LAC. The ILO should encourage and facilitate open discussions on the best possible social dialogue structures in Namibia, drawing from applicable continental and regional experiences.

The ILO should continue to support Namibian initiatives like improved annual labour force surveys which will greatly enhance the labour market information system. Local capacity already exists in this area but the ILO could provide additional assistance on request. Likewise, the ILO is one of the key partners in widening social protection to include a national pension fund, medical care, unemployment benefits and coverage for the informal economy. The ILO is ideally placed to provide international best case practices that could be of relevance to Namibia.

The HIV-AIDS initiatives of the past years are beginning to show results and both the ILO and GIZ should continue with their current support for the various initiatives taken by government, employers, unions and NGOs. Establishing a network as done by NABCOA seems the best way to co-ordinate efforts and to utilise resources efficiently.

The current initiatives of the MoLSW regarding safety and health conditions at work deserve ongoing support and the improved as well as expanded labour inspections should translate into visible improvements at workplaces in the next 2 years.

The database of the SSC should be used for monitoring progress, including an annual analysis of coverage and benefits rendered with particular emphasis on gender and historically excluded groups like those in SMEs and the informal economy.” (p. 5)

27. Institutional and coordination problems in government agencies: Namibia

The Ministry of Labour and Social Welfare is the key counterpart of the ILO regarding the implementation of the DWCP. It provides the secretariat to the programme chairs the decent work steering committee and is generally seen as the lead agency by the social partners. However, the DWAA seems not to be well known within the Ministry (C. Horn, 14 August 2012) although Namibia’s priority areas fall squarely within the DWAA framework. Overall, government is not only the key link to the ILO but also has far more resources and internal human capacity available than the other social partners.

However, co-ordination within government seems to be lacking as experienced particularly between the Ministry of Labour and Social Welfare on the one hand and the National Planning Commission (NPC) as well as the Ministry of Trade and Industry on the other. The DWCP is widely seen as a labour matter only while developmental and economic policies are usually seen as falling in the ambit of the other two government agencies. This creates a disconnect when it comes to issues of employment creation which is the first priority area of the DWCP. The Ministry of Labour and Social Welfare currently co-ordinates (in collaboration with other line ministries and government institutions and social partners) the development of a new national employment policy under the DWCP while the NPC quite separately developed the NDP 4 as well as the Targeted Intervention Programme for Employment and Economic Growth (TIPEEG).

The Ministry of Trade and Industry (MTI) developed an industrialization policy, once again without labour’s involvement. However, a coherent approach to employment creation will require a concerted and well harmonized effort that includes, labour, economic and developmental aspects in a holistic manner. The current fragmentation and lack of co-ordination between government ministries certainly undermines government effectiveness.

A very positive aspect is that many of the DCP activities are part of the Ministry of Labour’s core activities and budget. Thus the DWCP is not seen as a separate project but it is fully integrated into the Ministry’s plans (C. Horn, 14 August 2012). (pp. 14-15).

28. Limitations including time, data, RBM and scoring subjectivity: Nepal

The review team has identified a few limitations, although none of them were major ones; they relate to relatively limited availability of time to consult stakeholders and to conduct the field trip; some comparability problems between data in the DWCP document, and the implementation plans and reports for Results-Based Monitoring (RBM); some overlap in the performance criteria and factors stipulated in the ToR, and the subjectivity of the scoring exercise. (p. vii)

29. Conclusions and recommendations focusing on strategy and on-going monitoring: Nepal

Role and relevance of ILO in Nepal

Recommendation 1: Continue the alignment with the GoN's National Development Plans and with UNDAF, while maintaining flexibility in the design and strategy of the DWCP given the continuing political transition.

Tripartite participation and partnership

Recommendation 2: Continue to take into close consideration the strategic plans of the ILO constituents in the design of the next DWCP, and continue support for the initiatives by employers' and workers' organizations, including local level chapters, to better influence national debate on employment and labour issues. Although it may be difficult for ILO to work directly with these local chapters, it is advised to strengthen the capacity of national level organizations to develop mechanisms to get the local chapters' inputs in the planning process (including for ILO's next DWCP).

Recommendation 3: Provide targeted and strategic support to the follow-up of the 15-Point Declaration of the Third National Labour Conference 2012. In particular, investigate ways in which the constituents can be assisted taking into account:

- the most urgent and achievable points of the Declaration, including the expenditures required to implement these points;
- an identification of the capacity building required in MOLE to implement these points.

30. Possible Future Directions of the new DWCP and Lessons Learned: Nepal

The review was also expected to discuss possible future directions of the next Nepal DWCP 2013-2017. A new DWCP needs to deal with a number of issues. Firstly, it needs to be aligned to the Development Plans of the Government of Nepal (GoN), to the priorities of the employers' and workers' organizations, to ILO's Global Outcomes, to UNDAF, and to the MDGs. Secondly, potential thematic areas need to be identified; the review has listed 15 such areas based on discussions with all major stakeholders. Thirdly, seven target groups have been identified by the review team. Lastly, the review team has raised some issues dealing with delivery mechanisms as they arose out of the present review exercise, and six such mechanisms are discussed.

Lessons learned from the review in Nepal for other countries coming out of a crisis situation are of course always speculative in view of the wide variety of crises that could be identified. However, a few lessons from the 2012 Review are noteworthy for particular situations:

Lesson 1: Jobs for Peace and EmPLED approaches, which are focussed on job creation, in particular for young men, in order to prevent them from engaging in less constructive activities, seem to be suitable for immediate post-conflict situations, but sustainability needs to be enhanced through more linkages between implementing agencies and other stakeholders.

Lesson 2: Capacity building of main stakeholders immediately following conflict resolution is the first priority.

Lesson 3: The focus of ILO CO Nepal on country analytical work and capacity building of the tripartite constituents is useful as a lesson these activities concern necessary preparations for the time when effective changes of legislation become once again possible.

Lesson 4: ILO Convention 169 can be an important dialogue tool for building the peace in countries like Nepal (cf. Implementation Report 2010-2011 of NPL826). However, the ILO has a limited

number of experts on the subject within the house, and it would be good if the Office could allocate more resources to the effective implementation of this Convention. In addition, a very concrete lesson learned is that if ILO Convention 169 is implemented without detailed clarifications to the concerned stakeholders on the provisions within the convention, it may easily give rise to misinterpretations of the rights of various ethnic groups, thereby enhancing possible conflicts instead of solving them. (pp. ix-xi.)

31. Managing For Results – institutional and technical issues: Zimbabwe

The monitoring of the progress on the implementation of the DWCP was to be done through a participatory and consultative process involving the ILO and its Constituents with an implementation plan in place reflecting agreed key outcomes, outputs and indicators of the programme. The National Steering Committee (NSC), which was to be responsible for implementing and evaluating the DWCP was however only put in place in May 2011. However, at the level of projects, tripartite committees were established to provide oversight, which, in the absence of the NSC did not have a policy structure to report to.

The assessment of impact is made difficult by the broadly defined priorities and outcomes, making measurement difficult, for example, Priority 1 on Employment and Poverty. In addition, the planned outputs are further elaborated to the extent that they become an untenable wish-list. However, the intended outcomes appear to justify the resources being spent because it is at the level of the sub-outcomes where resources are allocated. In addition, no project appears to be pursuing outcomes outside the DWCP.

32. Institutional arrangements and resource mobilisation: Zimbabwe

Overall, the constituents are happy with the quality of ILO's technical assistance and also appreciate the readiness of the ILO to rope in internal or external experts when the need arises. In addition, the operations of the ILO match the DWCP plan as they implement activities through the UN Common system and observe ILO rules and regulations, while using local UN practices derived from the Resident Coordinator's office.

The work processes are driven by annual work plans that show activities contributing to outcomes. Monthly technical meetings are held which assist in the monitoring process. In addition, resources are pooled across projects to enhance efficiencies. The two-tier arrangement, whereby technical tripartite committees or advisory committees provide project oversight allows for projects to be managed by specialized personnel in the areas of intervention. Within the purview of such arrangements, it is indicative that the ILO is operating both fairly and with integrity. Resource mobilisation was undermined by the country context where donor focus has been on humanitarian issues and the tendency amongst donors to collectively pursue issues deemed to be of immediate relevance.

33. Social dialogue and representation: needs outside the capital: Serbia

The problem remains of representativeness where a divided Trade Union movement attempts to transact with an Employers' Organization with limited presence outside the capital and that represents mainly a segment of small and middle-sized businesses that are not accustomed to resourcing their representative body to conduct the kind of advocacy needed to influence government (pp. 32-33).

34. CPR overall findings: institutional capacity, risks, resourcing and RBM: Nicaragua

Relevance of the DWCP. The DWCP is relevant with regards of the international commitments of the country and in relation to domestic policies. Although the document addresses the priority issues that need support from the ILO, a more exhaustive analysis than the one conducted about

Nicaragua's institutional capacities would have been beneficial to set out the outcomes to reach, in a more appropriate manner for the situation of the country's constituents.

Partners, strategies and interagency relations. The ILO has established advantageous alliances for the NDP's implementation, both with UNS and other organizations. The work with the UNS agencies within the UNDAF's framework is performed in a coordinated manner. On the other hand, the constituents consider relevant and necessary the work that the ILO performs in the country, while describe their relationships with the organizations and its officials as excellent, highlighting the relevant and appropriate technical assistance received.

Orientation towards results-based management. There is a range of structural and institutional factors that fall outside the DWT/CO's administration and curtail a proper results-based management. Among these factors are the following: inadequate articulation between the DWCP and the DWT/CO's system of budget classification, and the insufficient alignment between the NDP and the DWT/CO's organic-functional structure. On the other hand, there are some factors that could have been better devised during the design of the plan: outputs were stated in a wide and general manner, and some indicators were drawn up without contemplating all the proper technical features.

Organizational structure. In spite of the difficulties to implement the DWCP, the ILO's activities and resources have been focused on the priorities and outcomes established on the Plan. The ILO's specialists are prestigious among constituents and their activities are well appreciated. Also, the ILO responds to the government's demands in a timely manner.

Knowledge sharing. It is part of the ILO and its staff's culture to disseminate and share information. The constituents do appreciate this quality. However, there is no system that allows the constituents to monitor the DWCP.

Resources. It is considered that fully implementing the plans and achieving the strengthening of the institutional capacities established by the DWCP would require plentiful financing from the State and the international cooperation. Since it is not expected that such resources will be available in the short to medium term, there is an unbalance between the available resources and the goals set in the DWCP.

Delivery of outputs. More than half of the outputs still have a low level of execution, although it must be taken into account that only two thirds of the expected time for the DWCP implementation have passed. Most of these outputs are part of priorities related to the design and implementation of the NPEDW and the operation and consolidation of the NLC (National Labour Council). The outputs with a high level of execution have to do with a priority related to the enforcement of law.

Use of outputs. It is appreciated that WO and EO have successfully used most outputs developed by the ILO. Regarding the government, it is noted that some outputs related to the institutional strengthening are slowly processed, while it is observed that the government uses and processes very fast the outputs designed to produce goods and services for the people.

Progress achieved towards expected results. The most rate of progress of the DWCP is found in the priority related to the compliance of the international labour standards. Priorities related to the strengthening of the institutional capacity for the design and implementation of policies of short and long term show a low level of execution, although it is worth noticing that the programme still has another year of execution left.

Recommendations

Relevance of the DWCP. In order to design future DWCPs, we recommend including an assumption and risk analysis, which considers the political situation in the country and the relationships between the constituents. We also recommend that only the contents of the strategic planning (stakeholder and situational analysis, and priority and outcome design) should be part of the DWCP, and that the

operational planning (output and activity design, budget allocation and schedule) should be an internal process both of the constituents and the ILO.

Partners, strategies and interagency relations. One aspect with room for improvement is providing the constituents and partners with more information about the areas where the ILO works - such as joint programmes - that could be useful to accomplish their institutional mission.

Orientation towards results-based management. In the long term, it is convenient that the organization would make efforts to align its structures and systems towards the operations focused on the countries and not only on regions or on specialization areas. The appointment of a person responsible of a country among the officials present as specialists or project leaders could be an alternative. In the short term, we suggest improving the outputs and indicators' preparation technique, including the preparation of a monitoring and evaluation plan involving joint monitoring tasks with the constituents. It is also important to determine the people in charge of achieving the outcomes and the outputs.

Organizational structure. We suggest revising the DWT/CO's experience with regards of the allocation of responsible specialists by country with the aim of identifying the best way to strengthen the management and coordination of every element in the DWCP.

Knowledge sharing. We recommend setting dissemination mechanisms for the activities performed by the DWCP in such a way that constituents are aware not only of what they are involved in, but of the efforts made by other institutions in order to create decent work.

Resources. It is convenient insisting that a proper results-based management consists, among other things, of a good articulation between the operative and strategic planning, between the plan and the budget. It is necessary to introduce this element during the discussions for the design of the DWCP's outcomes and outputs.

Delivery of outputs. It is recommended the design of indicators for each of the outputs. In that way, it is possible to have updated information of the level of execution and to use it for the plan management. We also recommend a further specification of the outputs instead of the use of generic names.

Use of outputs. Given that an important part of the ILO's cooperation with the country consists in training activities, it would be advisable to have instruments that allow determine the efficacy of these outputs.

Progress achieved towards expected results. We suggest to identify with the constituents the DWCP's set of outputs and outcomes, selecting those considered a priority and feasible of achievement, and determining the stage to reach over the remaining time of execution.

Risks and opportunities. We reiterate the importance of deepening in the DWCP's assumption and risk analysis for future editions in order to consider in a more detailed manner those environment factors that may affect the compliance of the expected results. (pp. v-vii)

35. CPR example of findings, lessons Learned and recommendations emphasising political and institutional issue: Paraguay

Relevance, coherence and comparative advantage of the ILO in the country. In this context, the contribution of the ILO can be noticed from different perspectives. Firstly, the matching between the priorities and the desired results of the DWCP for Paraguay, and the existing diagnostic approach of governmental and social actors about the main shortcomings in the operationalization of the country's labour market. Secondly, the ownership shown of the concept of Decent Work by

governmental and social actors, that concept being a cross-sectional objective that concerns all public policies of the MJL.

Thirdly, dynamics are detected, even if at the embryonic level, dynamics that follow the implementation of the Programme from an inter-sector perspective and that are trying to generate synergies with other governmental employment fields, this independently of the existence of thematic fields in which this employment form does not even strengthen itself.

There are two documents that reflect the strategic vision of the country regarding economic and social questions; the Economic and Social Strategic Plan 2008-2013 and the National Plan of Social Development 2010-2020. Their contents clearly establish the link between the decent work agenda and the development agenda of Paraguay, yet when their contents seem to suggest subtleties within the government in the focus of strategic challenges to face.

Regarding another aspect, beyond judging the ILO intervention in relation with the local available capacity, it is interesting to highlight that the merit of the offered support obeys precisely to the fact that the instalment of the Programme and its content show the necessity to provide Paraguay with an institution which would create better conditions to face the existing social and labour challenges. This translates into the fact that the priorities of the DWCP need to identify the institutional capacity building and the improvement of the ability to design and implement public policies in the labour environment and key areas.

Partnerships, strategies and inter -agency relations. The constituents, from government teams to workers' and employers' representatives, recognize and valorise the technical assistance contribution delivered by ILO teams. This recognition translates into quality relations that have been established between the partners, as well as in the observed level of involvement of constituents in the pursuit of the Programme's objectives and results. Likewise, the work of ILO teams is framed, with strict attachment, to the programme agenda established by the government. In that sense, the level of knowledge and ownership shown by the political and technical frames of the MJL stands out, with regard to the priorities and results contained in the DWCP boosted by the ILO.

In line with the foregoing, a few comments pointed out the necessity to rely on a more intensive support from ILO teams, given that it is known that the available technical capacity in the country is not yet sufficient to guarantee the full achievement of the suggested challenges, which would somehow reveal a recognition of the state of dependency towards technical assistance provided by the ILO and, therefore, the necessity to maintain and scale up the technical assistance.

In general, the constituents do not foresee cooperation with other agencies of the United Nations System, cooperation already existing within the ILO. Specifically, when exceptionally they do it with regard to another organization, the judgment establishes a contract between the active and collaborative role of ILO teams and a certain criticism of the complication of the intervention of another agency; this is the case of UNDAF with regard to the agenda of Forced Labour.

Orientation of results-based management. The structure of contents of the DWCP, in the definition of its priorities, is sufficiently clear to allow collecting the desired country outcomes based on objective and quantifiable evaluation parameters. The parameters show a twist associated with what could be called the orientation towards process management. From this perspective, even when the advantage of committing with the State policy character is put forward, there exist a series of structural factors that can act as a break. These factors refer to the risks relative to the political processes of institutional changes which threaten the interests of involved partners (workers or employers) in front of the eventual change in the "game rules". Likewise, a latent risk relies in the governing coalition, which in the absence of a total consensus on the relevance and the urgency of institutional reforms, restraints the speed of change, between other reasons, for time constraints that forces a government to prioritize its outcome agenda.

This is clearly seen in the institutionalization of the professional training (NSPA and NSTLCB). Especially with the law project of unifying both institutions. The case of NSTLCB with the employers is a good example. In a complementary way, the lack of maturity of a social dialogue culture from the working and employing partners imposes a chronic distrust around the consequences that could be brought by the changes and even, in the best case scenario, from the technical persuasion that each of them holds regarding the benefits of these initiatives for the country.

Finally, it is well known that the focus of the Programme agenda on institutional processes was influenced by the shortage of financial and human resources that would include more strongly the implementation of policies and programmes orientated towards overcoming concrete problems in the operationalization of the labour market and for which the measurement would be of more quantization. Confronted to this reality, the ILO, solicited by the Ministry, technically supported processes of programme design financed by other organizations of cooperation, for instance the project “Strengthening of public employment policies of Paraguay”, financed by the AECID, or the approval by the Inter-American Development Bank of a five million dollar loan for training and youth and women employment insertion programmes.

The efficiency and effectiveness of the organizational structure of the ILO. In this field, the assessment of the interviewees is definitely conclusive in recognizing that the interventions of ILO teams are perfectly tuned with the objectives and the necessities established by the DWCP, and with the demands and indications of the counterparts. This “technical leverage” of the Programme from the ILO eases the extension, development and implementation of the topics contained in the Programme agenda, which would, under a different scenario, according to the opinion of constituents, be postponed for strictly technical or financial reasons.

There are opinions that tend towards recognizing as a factor of efficiency the fact that resources are spent through qualified professionals who help enrich the Programme agenda and its execution ability in Paraguay.

Finally, the execution of the Country Programme adequately takes advantage of the ILO structure in order to favour its efficiency through the mean of counting on structures of specialists, networks of institutional relations and their respective administrative supports. The absence of a physical Office in the country is counterbalanced by the flexibility and efficiency in the performance of the relationship between the counterparts.

Administration and knowledge sharing. The intervention methodology of the ILO and its professional teams ends up being well evaluated in this component since a favourable disposition exists in terms of permanent feedback in the evolution and the performance of the Programme, as well as in terms of the attitude of specialists to share and disseminate their technical knowledge. Recently, this assessment was strongly influenced by the recognition of the focal point role played by the ILO Sub-regional Office for the Southern Cone in the country, and its active presence dealing with its national counterparts. This feedback materializes through the integration of ILO experts in tripartite thematic commissions put into place by the government, or through a frequent interaction with the people in charge of functional areas of the VMLSS, or also with the creation of technical reports, elaborated by ILO specialists and about the actual evolution of the Programme (for instance “Paraguay: Fortaleciendo la institucionalidad laboral y las políticas de empleo, Gerhard Reinecke and Ernesto Abdala, 2011). Notwithstanding the foregoing, it has been established that there is a high asymmetry between the information at the disposal of governmental political and technical teams regarding the status of the Programme, and the one at the disposal of social, worker and employer actors.

Resources. In this sphere of activity, even when it is recognized that the MJL has improved the relative participation of the VMLSS in the global budget, the resources would not be sufficient to bridge the deficit that is drifting through time, and to reach an adequate level of institutional, technical and human capacity in order to ensure a full execution of the formulated objectives of the

DWCP. Consequently with the foregoing, there is a growing latent demand orientated towards the international cooperation in order to partially subsidize the persisting country financial deficit. In general, the allocation of ILO resources was marked by priorities and demands defined by the constituents.

Output delivery. The evaluation in this sphere of activity is in line with the characteristics of the Programme, as for it contains a range of outputs charged with institutional processes that have been overlapping with the agenda and the ministerial commitments corresponding to this government management. Likewise, if a notable progress is observed on the desired results, its realization is indissolubly linked with its time span. Notwithstanding the foregoing, the actors consulted agree on a general level of satisfaction, in terms of quality, with what has been reached so far. In relation with the quantity, the evaluation shows a certain open expectation towards the realization of the results, subject to the remaining time span of the current government-in-office.

Use of outputs by partners and beneficiaries. There is a common and effective use of the contributions and outputs created as a consequence of the technical cooperation delivered by the ILO. Regarding the government, the social actors opine that the process to transform the reached advancements into concrete results is somehow slow.

Progress achieved towards expected results. In the sphere of the intangible, both the governmental and social actors recognize an obvious substantial progress in the country agenda concerning the topics linked to employment, at least when comparing to other historical contexts. A same conclusion is reached regarding the relevance of the Decent Work concept in the agenda. In the sphere of the tangible, there has been advancements regarding diverse topics such as the institutional capacity building taking the form of the presence of Law Projects in favour of the creation of a MTES (sic) and of the unification of the institutions of professional and employment training; creation of a programme to simplify bureaucratic procedures for the registry, the relocation procedures and the follow-up of the beneficiaries of training and labour intermediation; strengthening of the Regional Directorate of Employment and the design of a national youth employment policy, between other things. (pp. 7-9).

Emerging risks and opportunities. Paraguay and its government decided to move forward with the instalment at the country project level of the decent work agenda. This action created in challenge in the sense that it shifted the complexity and integrity border of its public policy agenda. It also brings a shift in the expectations in the results to achieve in the improvement of the working of its labour market and in the opportunities to access new individual and collective rights for its workers. This firmly and necessarily requires achieving results, a tensed topic considering that beyond half of the mandate of the current government, we run the risk that political and social consensus around the agenda will probably weaken instead of strengthening.

Lessons learned

It has been communicated in the context of the current evaluation that a factor of success of the ILO intervention has been to ease a comprehensive story telling frame on which lays the foundation of the country agenda regarding labour issues, meaning the idea of Decent Work. The conceptual richness and its advantage in easing communication of the public effort realized, provides a mechanism that confers legitimacy and a greater ownership by the governmental and social actors around the undertaken task. The existence of this meta-story has prevented the compartmentalization of the public policy agendas, common phenomenon in the region.

The DWCP constitutes a relevant answer in step with the labour deficiencies identified by the country. Based on this perspective, the fact that the technical cooperation of the ILO has been directed towards addressing the capacity breaches in the public labour institutions, and towards the content supplies aiming at giving more importance to the operational agenda of the country, played a facilitating and legitimizing role of its action in front of the constituents. This learning should serve as a valid example to take into account every time a project based on international cooperation is

designed, and when it is sought to contribute to public policy agenda in the targeted countries. In line with the foregoing, these project designs should also acknowledge the possibility that in other territories we define process indicators, and in others, with a higher level of development, we define result indicators. In any case, the interesting part of this experience is that, this being a cross-sectional intervention that seeks to strengthen the institutional capacity or complement agendas, one should not disregard that a key factor to success is its ability, shown during implementation, to adapt to other current policies and programmes. This practice by the ILO contributed to align the design of Programme objective with the necessary context and material conditions to guarantee the achievement of its goals.

From a complementary perspective, another lesson learned from this experience relies in the importance of leveraging the contributions of a project to the policy, technical and financial efforts spread out by other international institutions and/or local governments regarding the topics that it deals with. This situation acts as a synergy enhancing factor and eases the local actors' ownership of a given programme's processes and activities. To optimize this profit, a flexible and open-to-dialogue attitude is sought from the people in charge of the programme direction in order to adequately receive the suggestions and contributions that can realize the local counterparts which have direct or indirect competencies in its execution.

Programmes based in the international cooperation should present a high level of tuning and/or harmony with the macro agendas that dictate the development strategies of the targeted countries. In other words, to count on favourable political contexts is an enhancing factor of commitments of governmental actors, which eases the viability of any project. On the contrary, not to know that internal political dynamics of countries often translate into factors that complicate or obstruct the complete execution of Programmes can somehow lead to unproductiveness of the efforts invested.

In the sphere of Programme management, lessons can be extrapolated to other experiences. Amongst them, the following stand out: i) to forestall enough flexibility to direct parts of the resources according to the specific requirements from the local counterparts, always and only when they do not contradict the essential goals of the project.; ii) rely on financial margins to be used to contract professionals who support the execution of a project at the local level and, more importantly, that allow subsidize lack of competent human resources under certain circumstances; iii) project designs must adequately match the expectations created and the instalments available to fulfil the expectations. To disregard these three aspects ensures the risk of obstructing the efficiency of the management of these Programmes (pp. 9-11).

Recommendations

The agenda of commitments of the DWCP requires to redefine priorities so that timely remedies can be put into action to avoid that this government administration gets to the conclusion "we have advanced in the decent work agenda in all directions, but we lack time and political willingness to achieve some emblematic results". On this matter, we recommend identify and select the programmatic pillars that will represent the legacy of this government in terms of labour. As a reference it is suggested to explore two Programme topics. Firstly, to achieve and promote through a political decision the proceedings of the Law Project which give birth to the Ministry of Labour, Employment and Social Security. This project, beyond its political viability, is a symbol, both for government teams and for social actors, of the clear demonstration that this government is committed to push forward the labour issue in the country agenda and interprets the expectations around a strengthened ministry to cope with the challenges of the Paraguayan reality. Secondly, to consolidate the project of strengthening of the Capacity Building System through the integration of a new institution, the National System of Training and Labour Capacity Building (NSTLCB) and the National Service of Professional Advancement (NSPA). This organizational reform must constitute an opportunity to redefine the programmatic offer of the government to increase, in quality and quantity, the current human capital in Paraguay.

The current presence of the ILO in Paraguay, combined to the perseverance to technically enrich the labour agenda, should intensify its active role of strengthening the social dialogue with the aim of getting a growing and stronger political and social consensus around the priorities and outputs defined in the DWCP. The political viability of projects, as explained in the previous paragraph, still contains space to develop the understanding between social actors. In this sense, a more active presence of the liaison mechanisms of the ILO with workers and employers are likely to intensify, especially with relations to the employer's part. This could help to "break the deadlock" and loosen projects that are qualified of controversial situations by the government.

An aspect likely to show improvements is the effort to reach a better delivery of targeted technical cooperation supports in different country offices (for instance Child Labour – Brazil). In other words, there are known places for the ILO and its teams to keep strengthening the synergy creation in its technical assistance to the Paraguayan government, incorporating landmarks likely to create processes of horizontal integration between different programmes and easing the horizontal sharing of accumulated implementation learning.

Regarding the objective fact that public institutions in terms of labour, employment and social security keep being weak in relation with the country's challenges, fact resulting even more obvious when put in perspective with other countries of the Southern Cone, it becomes relevant to raise the necessity to strengthen even more the presence of the ILO in Paraguay. There is a shared demand in that direction from the technical management of the government and the social actors. Some gaps are commonly identified that could be complemented with a greater technical assistance from the ILO, for instance a more direct assistance in the programmes implemented; greater support for the development or start of implementation of targeted areas like the HIV/AIDS issue; strengthening for the cross-sectional aspect of the gender component in the policies and programmes; greater proximity in the design and execution of programmes at the local level, as well as the facilitation of the linkage between the policies at the central level and their delivery at the local level, between other things.

The fact that the agenda and the idea of Decent Work has strongly taken its grips in the Paraguayan society, and that this situation constitutes a positive shift of the definition of public labour policies, represents a clear progress for the country. In that sense, it would be wise to express enough in advance the necessity to build a new style Programme capitalizing on the achieved successes and that would serve as a barrier to ensure the continuous and permanent progress of this thematic. The legitimacy of the ILO and the cross-sectional recognition that it receives for its support to the country, represent a "comparative advantage", which, under the tripartite function and the social dialogue method, can ease the design of the Programme that would support the continuity and the deepening of the successes achieved so far. The identification of the problem of informality and underemployment as the greatest challenge to solve to reach a fully functioning Paraguayan labour market, combined to a greater awareness from the workers around their decent work rights and the consideration that from the employer's part this problem constitutes an unfair competition for the good performance of the markets, suggest that this should constitute the cross-sectional objective that prioritize and dictates policies, programmes and incentives. In other words, once the effort around the institutional capacity building has worked, Paraguay could easily order its efforts in terms of training, information and statistics of the labour market, intermediation, compliance of standards, support to undertaking, youth and women's employment, minimum wage definition, between others, as a response and an intervention aiming to overcome the high levels of labour informality in the near future.

More specifically, it is suggested to strengthen the communication efforts directed towards sharing more information on the achieved successes during the Programme execution. This diffusion should be especially targeting social actors.

36. Tripartite Constituents' Capacity, government overlaps and constituent ownership: Zimbabwe

The individual capacities of constituents were adversely affected by economic decline, resulting in loss of membership and a focus on survival. Issues relating to legitimacy came to play within the social partners, for example ZCTU versus Zimbabwe Federation of Trade Unions (ZFTU) and EMCOZ versus the emerging Business Council of Zimbabwe. The existence of several ministries with overlapping mandates – e.g. on employment and the informal economy etc. makes coordination more challenging.

There is therefore need to conduct capacity building exercises with and within the constituents to enhance their capacities. The mandate of the recognized tripartite partners is narrow. For example, ZCTU has a private sector focus while EMCOZ specializes only on labour issues and yet decent work issues are cross-cutting.

The Design and Implementation of the DWCP

- The National Steering Committee (NSC) needs to be fully operationalized, with clear lines of responsibility between the NSC and committees overseeing projects; and
- The DWCP is a national programme: driven by the tripartite partners, and hence should be disseminated to constituents' membership to broaden ownership.

APPENDIX 8: REFERENCES

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Note: The list of ILO's internal Country Programme Reviews (CPRs) used for this report can be found in Appendix 2.

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