



ILO EVALUATION

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

- **ILO TC/SYMBOL:** INT/07/15/EEC
- **Type of Evaluation :** Final independent
- **Countries:** Bangladesh, Brazil, Cambodia, Indonesia, Niger, Peru, Philippines, Ukraine, Zambia¹
- **Date of the evaluation:** 5 August 2013 – 30 April 2014
- **Name of consultant(s):** Rafael Muñoz Sevilla (team leader), David McCormick, Nayra Bello, Juan M. Santomé
- **ILO Administrative & Technical Backstopping Office:** Dept for Multilateral Cooperation
- **Date project ends:** 31 December 2013
- **Donor: country and budget US\$** European Commission; 4 199 997 Euros
- **Evaluation Manager:** Margaret Mottaz-Shilliday
- **Evaluation Budget:** US\$ 94,259
- **Key Words:** Decent work, indicators, monitoring

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

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



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

INT/07/15/EEC

FINAL INDEPENDENT EVALUATION

VOLUME I

APRIL 2014

Table of Contents

Volume I

CONTENTS	i
ACKNOWLEDGEMENTS	ii
LIST OF ACRONYMS	iii
EXECUTIVE SUMMARY	vi
1 PROJECT DESCRIPTION AND BACKGROUND	1
2 EVALUATION PURPOSE AND METHODOLOGY	5
2.1 Evaluation Purpose	5
2.2. Evaluation scope	5
2.2 EvaluationMethodology	6
3 EVALUATION FINDINGS	12
3.1 Relevance	12
3.2. Project Design	18
3.3 Effectiveness	25
3.4 Efficiency	35
3.5 Project Management	41
3.6 Impact	47
3.7 Sustainability	49
3.8. Gender Issues	52
4 LESSONS LEARNED AND CONCLUSIONS	53
4.1. Lessons Learned	53
4.2. Conclusions	56
4.2.1 Relevance	56
4.2.2 Project Design	56
4.2.3 Effectiveness	57
4.2.4 Efficiency	57
4.2.5 Project Management	58
4.2.6 Impact	58
4.2.6 Sustainability	59
5 RECOMMENDATIONS	60
ANNEXES	63
1. Key Informants and Participants in the Evaluation	
2. Project Review documents	
3. Revised MAP Logframe	

Volume II: Country Reports

ACKNOWLEDGEMENTS

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

LIST OF ACRONYMS

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

EU European Union

EUROSTAT Statistical Office of European Communities

GB Governing Body

GDP Gross Domestic Product

GIZ Germany Development Agency

IBGE Brazilian Institute of Geography and Statistics

ICLS International Conference of Labour Statisticians

ILO International Labour Organization

INEI Instituto Nacional de Estadística e Informática

IOS-CUT Instituto Observatório Social - Central Única dos Trabalhadores

IPEC International Programme for the Elimination of Child labour

LFI Legal Framework Indicators

LFS Labour Force Survey

LFS-NCLS Labour Force and National Child Labour Survey

M&E Monitoring and Evaluation

MAP Monitoring and Assessing Progress on Decent Work

MDG Millennium Development Goals

MERCOSUR Mercado Común del Sur

MOF Ministry of Finance

MoL Ministry of Labour

MOLE Ministry of Labour and Employment

MOMT Ministry of Manpower and Transmigration

MTE Ministry of Labour and Employment

NCCWE National Coordination Committee for Workers Education

NGOs Non-governmental Organisations

NIS National Institute of Statistics

NSDP National Strategic Development Plan

NSO National Statistical Offices

OMTM Mercosur Observatory on Labour

ONEF National Observatory for Employment and Training

OSH Occupational Safety and Health

PNAD National Household Sample Survey

PO Programme Officer

RECAP Strengthening the capacity to devise and analyse decent work indicators

ROA Regional Officer for Asia

ROM Results Oriented Monitoring

SIMPOC Statistical Information and Monitoring Programme on Child Labour

SADC Southern African Development Community

SAARC Asian Association for Regional Cooperation

SDA Statistical Development and Analysis

SIPD Integrated System of Household Surveys

SSSU State Statistics Service of Ukraine

UNDP United Nations Development Programme

UNDAF United Nations Development Assistance Framework

UNICEF United Nations Children's Fund

US\$ United States Dollar

USD United States Dollar

WEAMU West African Economic and Monetary Union

EXECUTIVE SUMMARY

Background and Project Description

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

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

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

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

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

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

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

Evaluation Methodology

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

Findings and Conclusions

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

Relevance

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

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

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

Project design

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

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

Effectiveness

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

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

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

Efficiency

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

Project Management

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

Impact

The MAP Project generated substantial impact at:

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

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

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

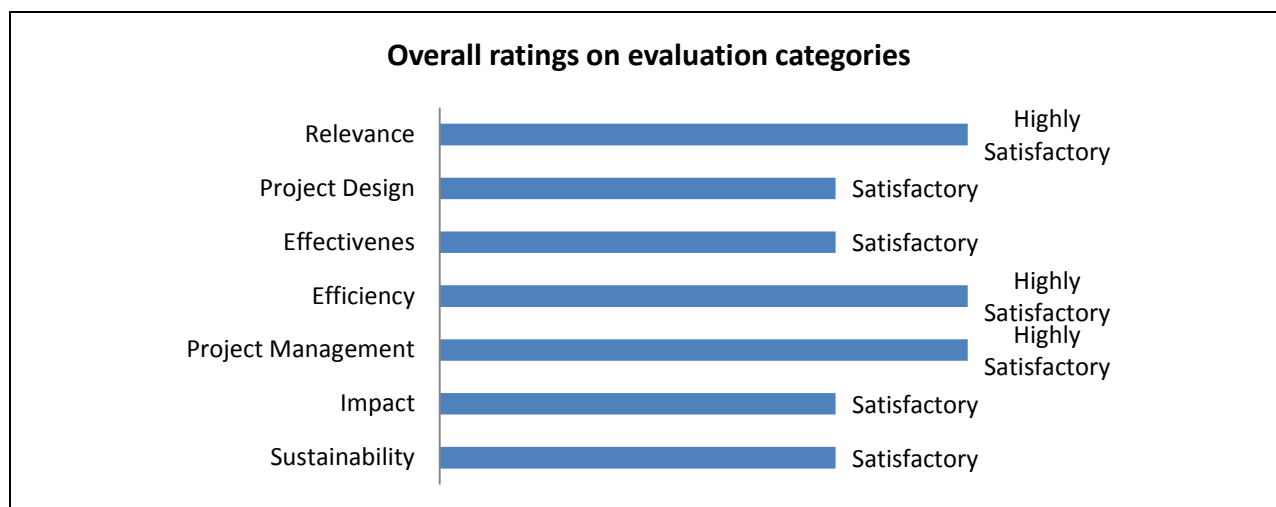
- ii) the Regional level through awareness raising and technical training to a large number of participants from MAP and non-MAP countries and coordination with regional organizations;
- iii) and the Country Level through a better understanding of the Decent Work Agenda and implementation of its measurement;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

Sustainability

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

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

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



Lessons Learned

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

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

Recommendations⁴

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

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

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

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

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

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

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

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

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

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

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

1. PROJECT DESCRIPTION AND BACKGROUND

1.1. Context and rationale for the project

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

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

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

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

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

1.2. Project description

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

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

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

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

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

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

1.2.2. Project objectives and results

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

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

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

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

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

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

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

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

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

1.2.3. Geographical scope

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

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

2. EVALUATION PURPOSE AND METHODOLOGY

2.1. Evaluation Purpose

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

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

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

2.2. Evaluation Scope

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

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

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

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

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

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

2.3. Evaluation methodology

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

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

Project Design

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

Relevance

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

Effectiveness

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

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

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

Efficiency

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

Project management and implementation

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

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

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

Impact

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

Sustainability

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

The key issues considered are the following:

- Financial

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

- Institutional

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

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

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

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

2.3.2. Methods and Techniques

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

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

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

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

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

Evaluation methods and techniques included:

2.3.2.1. Comprehensive document review

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

2.3.2.2. Interviews

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

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

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

2.3.2.3. Tripartite focus groups

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

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

3. EVALUATION FINDINGS

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

3.1. Relevance

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

3.1.3. Current relevance in MAP Countries.

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

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

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

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

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

Table 2. MAP's current relevance by country

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

3.2. Project design

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

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

3.2.1. Historical context and Steps in Project Identification

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

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

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

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

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

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

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

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

3.2.2. Project formulation

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

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

3.2.2.1. Location and Country Selection

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

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

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

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

3.2.2.2. Identification of needs in the target regions and countries

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

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

⁵European Community Contribution Agreement, p. 7.

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

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

3.2.2.3. Identification of target groups and beneficiaries

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

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

3.2.3. Internal coherence

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

3.2.3.1. Internal Logic

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

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

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

3.2.3.2. Logical Framework

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

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

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

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

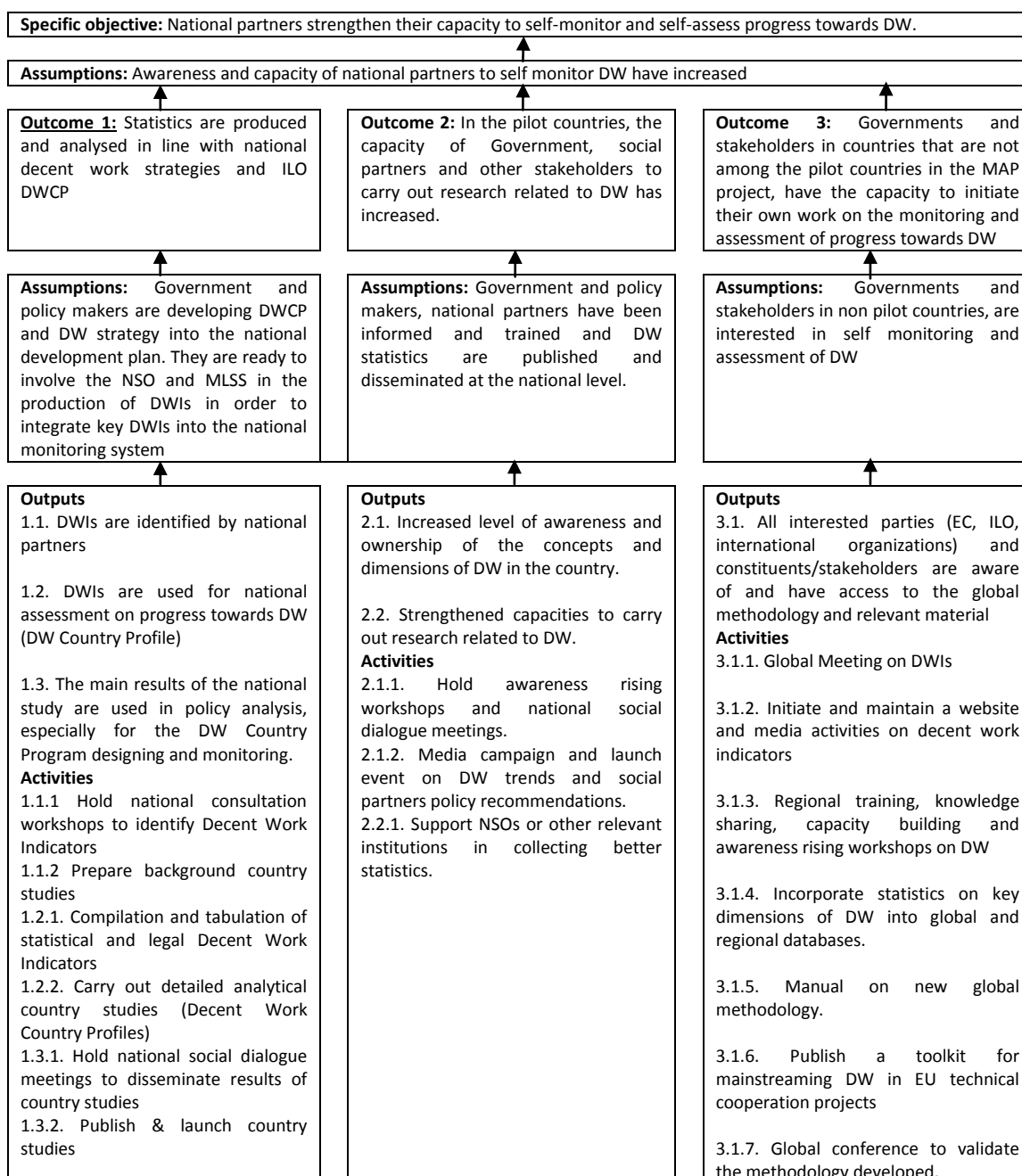
their *capacity* to carry out research related to DW has increased, **and** (iii) ownership of the concept of DW has increased (Result 2).

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

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

3.2.4. Results framework revised

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



3.3. Effectiveness

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

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

3.3.1. Achievement of Outcomes and Specific Objective

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

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

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

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

Overall rating: Highly satisfactory

Output 1.1. DWIs are identified by national partners

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Table 4. Outcome 2. Strengthened capacities to carry out research related to DW

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

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

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

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

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

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

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

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

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

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

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

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

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

⁸ See Detailed Country reports (Volume II)

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

3.3.2. Non-MAP experiences: Armenia and Cameroon

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

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

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

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

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

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

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

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

3.4. Efficiency

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

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

3.4.1. Implementation of activities and output delivery

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

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

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

3.4.1 Allocation of Resources

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

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

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

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

3.4.2 Actual Expenditure

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

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

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

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

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

*Not Available

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

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

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

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

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

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

Table 10. Country Activities by region - MAP expenditure in US \$ (08.11.03)		
Activity	Actual	%
Country activities Asia	381.958,96	40,4%
Country Activities CIS (Ukraine)	110.415,37	11,5%
Country activities Africa	254.212,93	26,8%
Country activities Latin America	201.433,60	21,3%
Total	948.020,86	100%

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

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

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

Table 11. Detailed Country Activities by region - MAP expenditure in US \$ (08.11.03)					
Activity	Asia	CIS	Africa	LA	Total
Support to Country Activities (HHRR and Services)	61.589,28	12.111,65	54.256,62	15.092,04	143.049,59
Country Studies (DWCP)	174.508,24	77.342,53	67.573,85	130.328,25	449.752,87
Development of DW module into LFS	137.905,44	--	97.361,46	56.013,31	291.280,21
improvement of administrative databases	7.956,00	20.961,19	35.021,00	0,00	63.938,19
Total	381.958,96	110.415,37	254.212,93	201.433,60	948.020,86

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

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

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

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

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

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

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

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

Table 14. Project staff expenditure in US \$ (08.11.03)		
Concept	Actual	%
Chief Technical Advisor (CTA)	892.030,17	52,84%
Finances Admin (aprox)	85.582,49	5,07%
Asia International Officer	401.886,00	23,80%
Latin America Officer	307.963,77	18,24%
Technical support management ILO HQ staff	690,00	0,04%
Total	1.688.152,43	100%

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

3.4.3 Impressions of Efficiency

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

3.5. Project Management

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

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

3.5.1. Management and administrative structure

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

- **Project/Global Coordination**

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

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

- **Regional/National level**

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

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

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

3.5.2. Adequacy of Project Staffing

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

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

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

3.5.3. Procedures for follow up and internal/external evaluation

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

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

The reporting system was:

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

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

However, some weaknesses were found in the reporting system:

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

3.5.4. Coordination and Communication within Internal Stakeholders

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

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

3.5.5. Policy Coherence

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

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

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

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

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

3.5.6. Coordination and Communication with external stakeholders

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

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

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

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

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

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

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

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

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

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

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

3.6. Impact

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

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

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

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

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

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

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

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

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

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

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

3.7. Sustainability

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

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

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

3.7.1. Technical aspects

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

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

3.7.2. Ownership

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

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

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

3.7.3. Institutional Capacities

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

3.7.4. National Policies

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

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

3.7.5. Financial aspects

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

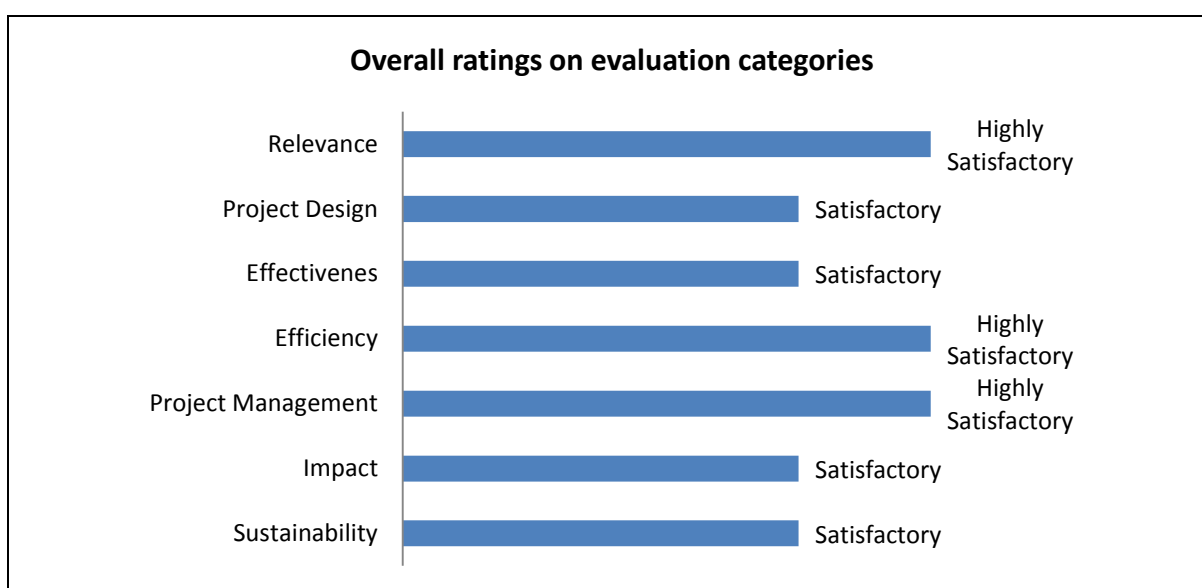
Particularly in these less developed countries, contributions from the development partners including the ILO and EC might be necessary in the near future in order to ensure that the investments, results and outputs achieved in the MAP project to date are sustainable over the medium and long term.

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

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

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

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



3.8. Gender issues

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

4. LESSONS LEARNED AND CONCLUSIONS

4.1. Lessons learned

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

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

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

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

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

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

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

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

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

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

4.2. Conclusions

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

4.2.1. Relevance

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

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

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

4.2.2. Project design

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

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

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

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

4.2.3. Effectiveness

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

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

4.2.4. Efficiency

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

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

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

4.2.5. Project management

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

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

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

4.2.6. Impact

The MAP Project has generated important impacts impact at:

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

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

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

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

4.2.6. Sustainability

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

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

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

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

5. RECOMMENDATIONS

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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



ANNEXES

ANNEX 1: KEY INFORMANTS AND PARTICIPANTS IN THE EVALUATION

ARMENIA		
Person	Organisation	Position
Mr. Boris Kharatyan	Confederation of Trade Unions of Armenia (CTUA)	Deputy Chairman
Mr. Gagik Makaryan	Republican Union of Employers of Armenia (RUEA)	Executive Director
Mr. Tadevos Avetisyan	Ministry of Labour	Head of Labour and Employment Department
Ms. Lusine Kalantaryan	Armenian Statistical Service (ASS)	Head of labour statistics division
Mr. Razmik Martirosyan	--	Main consultant DW profile
Ms. Nune Hovhannisyan	ILO Armenia	ILO national coordinator in Armenia
Irina Melekh	ILO R.O Moscow	Programme Officer, Gender Focal Point Moscow
BANGLADESH		
Person	Organisation	Position
T.I.M. Nurunnabi Khan	ILO BANGLADESH	Programme Officer
Mr. Khondker Mostan Hossain	MINISTRY OF LABOR	Joint Secretary
Mr. Farooq Ahmed	Bangladesh Employers Federation	Secretary General - Employer
BRAZIL		
Person	Organisation	Position
Ms. Lilian Arruda	Inter-Trade Union Department of Statistics and Socio-Economic Studies, (DIEESE)	Technical Direction Adviser
Mr. Rafael Kieckbusch	Brazilian National Confederation of Industry (CNI)	Policy and Industry Specialist, Executive Direction Labour Relations
Mr. Mario dos Santos Barbosa	Ministry of Labour and Employment (MTE)	Special Advisor to the Ministry for International Affairs
Mr. Cimar Azeredo Pereira	Brazilian Institute for Geography and Statistics (IBGE)	Coordinator Labour and Income - Direction of Monthly Employment Survey

Mr. Roberto González		IPEA
Ms. Laís Abramo	ILO Brazil	Director
Mr. José Ribeiro	ILO Brazil	National MAP Project coordinator
CAMBODIA		
Person	Organisation	Position
Mr. Ath Thon	Workers Organisations- CLC	Senior Representative
Mr. Som Aun	Workers Organisations-NACC	Senior Representative
Ms. Kim Tepvannary	Workers Organisations- CCTU	General Secretary
Ms. Yang Sophorn	Workers Organisations-CITA	Vice President
Ms. Sandra DAMICO	Cambodian Federation of Employees and Business Association (CAMFEBA)	Vice President
Ms Nicky ENRIQUES	Cambodian Federation of Employees and Business Association (CAMFEBA)	Board Member
Mr. Danh Engkakada	Cambodian Federation of Employees and Business Association (CAMFEBA)	Deputy Director
DR. SANN Vathana	Council for Agricultural and Rural Development (CARD)	Deputy Secretary General
Mr. HONG Choeun	National Employment Agency	Director General
Mr. SOUNG Sanvavuthy	National Employment Agency	Chief of Planning and Cooperation Unit
Mr. HAY Hunleng	National Employment Agency	Advisor
Mr. SOK Lor	Arbitration Council Foundation	Executive Director
Mr. Sophorn Tun	ILO/MAP Project	National Coordinator for Cambodia
Ms. LODY Peng	ILO/MAP Project	Project Officer
Mr. Daniel Gonzalez-Levassor	European Commission	Attaché Land Reform, Trade and Private Sector Development
Ms. Jasna Pajnikihar	European Commission	Attached operations Section
CAMEROON		
Person	Organisation	Position
Mr. Sébastien Ndjomo	Institut National de la Statistique (INS)	Ingénieur Statisticien Principal
Mme. Lydie Yando	Observatoire National de l'Emploi et la Formation Professionnelle (ONEP)	Ingénieur Statisticienne Economiste

Mr. Zacharie Ngueng	Observatoire National de l'Emploi et la Formation Professionnelle (ONEP)	Economiste-Démographe
Mr. Ndenga	Union General des travailleurs du Cameroun (UGTC)	Secrétaire General
Mme. Atanga Adzaba	Ministere du Travail et Sécurité Sociale (MINTSS)	
Mr. Vincent Kouete	Groupeement Inter-Patronal du Cameroun (GICAM)	Consultant
Mme. Dayina Mayenga	Bureau Sous-Regional de l'OIT pour l'Afrique Centrale	Directrice
INDONESIA		
Person	Organisation	Position
Drs. H. Sjukur Sarto.	Confederation of All Indonesian Trade Unions (KSPSI)	General Chairman
Ms. Rusdhli and Mr. Agus Toniman	Confederation of All Indonesian Trade Unions (KSPSI)	Konfederasi Senkat Buruh Sejahtera Indonesia
Mr. Sofjan Wanandi	The Employers Association of Indonesia	Director
Mr. Erga Grenaldi	Ministry of Manpower and Transmigration	Board of Research, Development and Information – Head of Cooperation
Mr. Taofik Hidayat	Ministry of Manpower and Transmigration	Training and Productivity and Employment Placement Centre for Manpower Information
Mr. Guntur Witjaksono	Ministry of Manpower and Transmigration	Director of Overseas Manpower Placements
Mr. Razali Ratonga	National Statistical Office	Director Labour and Population Statistics
Ir. Muhammad Iqbal Abbas, MBA	Republic of Indonesia National Development and Planning Agency (BAPPENAS)	Directorate of Manpower and Employment Creation
Mr. Padang Wicaksonon	University of Indonesia	MAP Consultant – Faculty of Administration/ Economics
Mr. Peter van Rooij	ILO Indonesia	Director
Ms. Emma Allen	ILO Indonesia	Technical Officer Labour Market Economist
Mr. Juan Casla	European Commission Indonesia	Programme Officer Economic Cooperation

Mr. Nurl Sravivani	European Commission Indonesia	Project Officer Economic Cooperation
NIGER		
Person	Organisation	Position
Mr. Honore Djerma,	ILO Dakar	Spécialiste Statistiques du Travail Equipe d'Appui au Travail Décent à Dakar
Ms. Ousmane Aichatou Seyni	Ministère de la Formation Professionnelle et Emploi	Directrice General Emploi et Insertion des Jeunes
Ms. OUMAROU Ibrahima	CESAG - Dakar	Économiste, Planificateur Spécialiste en Suivi-Évaluation
Mr. Sani Dan-Ladi	Intersyndicale des Travailleurs du Niger	Worker's representative
PERU		
Person	Organisation	Position
Mr. Juan Chacaltana	ILO Sub-regional Office for the Andean Countries	Especialista en Empleo y Mercado de Trabajo
Mr. Edgar Quispe	Ministry of Labour	Vice-minister
Mr. GORRITTI VALLE, Juan José	Confederación General De Trabajadores Del Perú (CGTP)	Worker's representative
PHILIPPINES		
Person	Organisation	Position
Mr. Lawrence Jeff Johnson,	ILO Philippines	Director, Country Office for the Philippines
Ma. Lourdes Macapanpan	ILO	Programme Assistant
ANTONIO C. ASPER	Federation of Free Workers	Vice President for External Affair
Ms. Cynthia Cruz	Institute of Labor Studies	Department of Labor and Employment
UKRAINE		
Person	Organisation	Position
Ms. Natalia Popova	Ministry of Social Policy of Ukraine	Deputy Director of the International Relations and Information Technology Department
Ms. Olga Krentovska	Ministry of Social Policy of Ukraine	Director of Strategic Planning Department;
Ms. Maryna	Ministry of Social Policy of	Deputy Director of Strategic

Latysheva	Ukraine	Planning Department
Ms. Oksana Gerasymova,	Ministry of Social Policy of Ukraine	Head of Collective Bargaining Unit
Ms. Svitlana Dymytrenko;	Ministry of Social Policy of Ukraine	Head of Unit on Improving State Social Insurance Legislation
Ms. Vitalina Korkushko	Ministry of Social Policy of Ukraine	Senior Specialist of Working Conditions and Professional Qualifications Unit
Ms. Anna Komarova	Ministry of Social Policy of Ukraine	Head of Unit on Monitoring and Forecasting of the Labour Market Situation
Ms. Yulia Kobeleva	Ministry of Social Policy of Ukraine	Senior Specialist on Unit on Monitoring and Forecasting of the Labour Market Situation
Ms. Tetyana Plahotniuk	Ministry of Social Policy of Ukraine	Senior Specialist of International Cooperation and European Integration Department
Ms. Olga Pylypchuk,	Ministry of Social Policy of Ukraine	Deputy Director of Social Insurance Department
Ms. Olena Martynenko,	Ministry of Social Policy of Ukraine	Deputy Head of International Agreements and Cooperation Department
Ms. Olena Skrypnyk,	Ministry of Social Policy of Ukraine	Head of Unit on Wage Problems.
Ms. Inessa Seny	State Statistics Service of Ukraine (SSSU)	Director of the Labour Statistic Department
Mr. Yaroslav Kovalyshyn,	All-Ukrainian Association of Workers' Solidarity	Board Member
Mr. Vitaliy Gren	All-Ukrainian Association of Workers' Solidarity	Legal Unit representative
Mr. Sergiy Kondriuk	Federation of Trade Unions of Ukraine	Deputy Head Of the FTUK
Ms. Svitlana Makogoniuk	Federation of Trade Unions of Ukraine	Senior Specialist of the Industrial Policy Department
Mr. Viktor Ivankevyc,	Federation of Trade Unions of Ukraine	Head of Social Insurance and Pension Security Department

Mr. Bogdan Overkovskiy	Federation of Trade Unions of Ukraine	Trade Union of the Metallurgists and Miners of Ukraine
Mr. Oleksiy Koretskiy	Federation of Trade Unions of Ukraine	Head of the Informational and Analytical Unit
Mr. Anatoliy Lysenko	Federation of Trade Unions of Ukraine	Senior Specialist of the Informational and Analytical Unit
Mr. Yuriy Kuzovoy	Federation of Employers of Ukraine	Head of the Social Policy Department
Mr. Andriy Solod	Federation of Employers of Ukraine	Senior Specialist of the Social Policy Department
Mr. Danylo Globa	Federation of Employers of Ukraine	Deputy Director of the Federation of Metallurgists of Ukraine
Ms. Natalia Levytska	Confederation of Free Trade Unions of Ukraine	Deputy Head of the CFTUU
Mr. Oleksandr Soloviev,	Confederation of Free Trade Unions of Ukraine	Director of Legal Department
Mr. Oleksandr Golubov	Confederation of Free Trade Unions of Ukraine	Director of International Relation Department
Mr. Sergey Polyuk	Delegation of European Union to Ukraine	Sector Manager on Health and Welfare
Mr. Vasyl Kostytsya,	ILO-Ukraine	Former ILO National Coordinator for Ukraine
Mr. Sergiy Savchuk	ILO-Ukraine	National Coordinator for Ukraine
ZAMBIA		
Person	Organisation	Position
Mr. Harrington Chibanda	Zambia Federation of Employers	Executive Director
Mr. Bonniface Phiribj (and Colleagues)	Zambia Congress of Trade Unions	Secretary
Mr. Tobias Musonda	Ministry of Labour	Senior Planner
Mr. Griffin Nyirongo	National Consultant ILO MAP Project	Consultant
Mr. Nchimunya Nkombo	Central Statistical Office	Head Labour Statistics
Mr. Gerson Banda	Central Statistical Office	Labour Statistician
Mr. Tobias Nybo Rasmussen	International Monetary Fund	Resident Representative

Mr. Martin Clemmeson	ILO	Director
Ms. Belinda Chanda –	ILO	Project Officer
Ms. ZilaMilupi	ILO	Project Officer
Mr. Tapera J. Muzira	ILO	Chief Technical Advisor Zambia Green Jobs Programme
Ms. Sabrina Bazzanella –	European Commission	Project officer
EUROPEAN COMMISSION		
Person	Position	
Alba Riobo-Souto	MAP Task Manager - Unit B3 Employment Europa	
ILO GENEVA		
Person	Position	
Ms. Margaret Mottaz-Shilliday	Evaluation manager, Senior Administrator, Multilateral Cooperation Department	
Mr. Guy Thijs,	Director, ILO Evaluation Department	
Ms. Carla Henry,	Senior Evaluation Specialist, Evaluation Department	
Mr. Stephen Pursey	Director, Multilateral Cooperation Department	
Mr. Nikolai Rogovsky	Senior Development Economist, Multilateral Cooperation Department	
Mr. David Williams	Technical officer, Multilateral Cooperation Department	
Ms. Naima Pagès	Chief Technical Advisor, ILO/EC MAP Project	
Ms. Anne-Laure Henry-Gréard	Programme and Operations Officer, Partnerships and Development Cooperation Department	
Mr. Philippe Egger	Director of the Bureau of Programming and Management (TBC)	
Ms. Rie Vejs-Kjeldgaard	Deputy Director, Regional Office for Europe	
Mr. Rafael Diez de Medina	Director, Department of Statistics	
Ms. Dagmar Walter	Head of the Management Support Unit, Department of Statistics	
Ms. Janine Berg	Labour Market Specialist MAP Advisor Brazil, ILO Geneva, Conditions of Work and Equality Department	

ANNEX 2: PROJECT REVIEW DOCUMENTS LIST

1. ILO Monitoring and Assessing Progress on Decent Work (MAP) - Project Brief Jan 2012.
2. MAP Project Document October 2011
3. Addendum to the Project Document November 2012
4. Logical Framework Matrix at the National Level October 2011
5. Logical Framework Matrix at Global and Regional Level October 2011
6. ILO Decent Work Indicators - Concepts and definitions June 2013
7. MAP progress reports (2010, 2011, 2012)
8. MAP Flash Report (2010)
9. MAP Flash Report (2012)
10. MAP Mid-Term Evaluation, November 2012
11. Report - Meeting on Measuring and Monitoring Decent Work: Lessons learnt from MAP countries April 2013
12. Report on Progress and Outcomes on the measurement and Monitoring Decent Work. Room Report for the 19th ICLS. Draft-Revised, August 2013
13. ILO Governing Body. Report of the Director-General: Third Supplementary Report. Tripartite Meeting of Experts on the Measurement of Decent Work, November 2008.
14. ILO Governing Body. Report of the Director-General - Fifth Supplementary Report: Measuring decent work, November 2009
15. ILO Governing Body. Report of the Director-General Report of the Director-General Sixth Supplementary Report: Measuring decent work, March 2008
16. The ILO Framework on the Measurement of Decent Work June 2010
17. Monitoring Report MR-135822.06 - Monitoring and assessing progress on Decent Work in Developing – Zambia - 15/09/2010
18. Monitoring Report MR-135822.04 - Monitoring and assessing progress on Decent Work in Developing – Indonesia - 15/09/2010
19. Monitoring Report MR-135822.02 - Monitoring and assessing progress on Decent Work in Developing – Bangladesh - 15/09/2010
20. Monitoring Report MR-135822.03 - Monitoring and assessing progress on Decent Work in Developing – Brazil - 15/09/2010
21. Monitoring Report MR-135822.05 - Monitoring and assessing progress on Decent Work in Developing – Peru - 15/09/2010
22. Monitoring Report MR-135822.01 - Monitoring and assessing progress on Decent Work in Developing – All countries- 15/09/2010
23. Decent Work Country Factsheet – Brazil April 2012
24. Decent Work Country Factsheet – Indonesia April 2012
25. Decent Work Country Factsheet – Ukraine April 2012
26. Executive Summary - Decent Work Country Profile – Bangladesh May 2013
27. ILO Perfil do Trabalho Decente no Brasil (2ª Edição): Um olhar sobre as unidades da Federação (versão resumida) November 2009
28. Executive Summary - Decent Work Country Profile – Cambodia November 2011
29. Executive Summary - Decent Work Country Profile – Indonesia November 2012

30. Executive Summary - Decent Work Country Profile – Niger February 2013
31. Executive Summary - Decent Work Country Profile – Philippines December 2012
32. Executive Summary - Decent Work Country Profile – Ukraine November 2012
33. Executive Summary - Decent Work Country Profile – Zambia December 2012
34. Decent Work Country Profile BANGLADESH - International Labour Office. – Geneva: ILO, 2013
35. Decent Work Country Profile - Brazil (1st Edition) - Geneva and Brasilia: ILO, 2009
36. PERFIL DO TRABALHO DECENTE NO BRASIL: UM OLHAR SOBRE AS UNIDADES DA FEDERAÇÃO.- Organização Internacional do Trabalho 2012
37. Decent work country profile: Cambodia / International Labour Office. – Geneva: ILO, 2012
38. Decent work country profile: Indonesia / International Labour Organization. - Geneva: ILO, 2011
39. Profil Pays du Travail Décent Niger / Organisation Internationale du Travail – Genève : OIT, 2013
40. Decent work country profile: Philippines / International Labour Office. – Geneva: ILO, 2012
41. Decent work country profile: Ukraine / International Labour Office. – Geneva: ILO, 2011
42. Decent Work Country Profile UKRAINE Second Edition International Labour Office Kyiv and Geneva December 2012
43. Decent work country profile: Zambia / International Labour Office. - Geneva: ILO, 2012
44. ILO Measuring Decent Work in Bangladesh The Decent Work Country Profile at a glance May 2013
45. ILO Measuring Decent Work in Cambodia The Decent Work Country Profile at a glance August 2012
46. ILO Measuring Decent Work in Indonesia The Decent Work Country Profile at a glance August 2012
47. ILO Measuring Decent Work in Niger The Decent Work Country Profile at a glance February 2013
48. ILO Measuring Decent Work in Philippines The Decent Work Country Profile at a glance August 2012
49. ILO Measuring Decent Work in Zambia The Decent Work Country Profile at a glance February 2013
50. Monitoring and Assessing Progress on Decent Work in Bangladesh - National Background Study –September 2010
51. Monitoring and Assessing Progress on Decent Work in Cambodia - National Background Study September 2010
52. Monitoring and Assessing Progress on Decent Work in Indonesia - National Background Study –September 2010
53. Monitoring and Assessing Progress on Decent Work in Indonesia - National Background Study: Presentation of surveys September 2010
54. Monitoring and Assessing Progress on Decent Work in Niger - National Background Study –September 2010

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

Report November 2012

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

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

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

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

	Outcome	Output	Input	Assumptions
Activities related to Result 3	3.1 Hold a global meeting on DWIs Activity 1			
	3.2 Initiate and maintain a website portal on monitoring and analysis of DW related to MAP project activities and DWIs database. Activity 2		1/ Workshop costs (venue, interpretation, travel costs for ILO officers, experts, cost per participants, etc).2/ Consultant for reporting	Appropriate people are identified and available to take part in the training
	3.3. Hold regional training workshops on DW to generate awareness and interest about DW to building future research capacity and ownership at the national level Activity 3	Output 3.1: methodological notes and presentations; conference report	IT consultants staff time	Sufficient staff time is available to maintain the website
	3.4. Hold training and knowledge sharing workshops at regional level, to disseminate methodologies, statistics, and experiences from pilot countries and promote replication Activity 10	Output 3.2: web design, software	1/ Workshop costs (travel costs for ILO officers, experts, cost per participants, etc).2/ Consultant for reporting	Appropriate people are identified and available to take part in the training and participate in to “informal DW network”
	3.5 Incorporate statistics on key dimensions of DW into global and regional databases, by supporting as starting point, national databases on DW. Activity 11	Output 3.3: workshop reports	1/ Workshop costs (travel costs for ILO officers, experts, cost per participants, etc).2/ Consultant for reporting	Appropriate people, including people no included in the list of pilot countries, are identified and available to take part in the workshop
	3.6 Global conference to validate the methodology developed from pilot countries experience and regional workshops feedback Activity 14	Output 3.4: workshop reports, technical notes	1/ Workshop costs (travel costs for ILO officers, experts, cost per participants, etc).2/ Consultant for reporting	High quality data in key DWIs is available
	3.7 Publish final manual on new global methodology on national monitoring & assessment of progress on DW and toolkit for mainstreaming DW in technical cooperation projects. Activity 12	Output 3.5: statistics database on DW and legal indicators database	1/ Conference costs (venue, interpretation, travel costs for ILO officers, experts, cost per participants, etc).2/ Consultant for reporting	A draft manual is available and appropriate people are identified and available to take part in the validation conference
	3.8 Publish a toolkit for mainstreaming DW in EU technical cooperation projects Activity 13	Output 3.6: conference report	1/ Consultants, editing, translation, publication, dissemination	The methodology has been successfully developed over the project cycle and has been validated by the final global conference
		Output 3.7: manual published	1/ Consultants, editing, translation, publication, dissemination	The methodology has been successfully developed over the project cycle and has been validated by the final global conference
		Output 3.8 toolkit published		



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

INT/07/15/EEC

FINAL INDEPENDENT EVALUATION

**VOLUME II
COUNTRY REPORTS**

MAP Final Independent Evaluation

COUNTRY REPORT

BANGLADESH

1. ACTIVITIES IMPLEMENTED

All the activities/outputs included in the MAP Project at the national level have been largely implemented in a satisfactory manner in Bangladesh.

1. Prepare background country studies

A national background study was prepared in 2010 and submitted at the Tripartite Consultation Workshop for Bangladesh and subsequently published in June 2010 as an outcome of exploratory research mainly consisting of obtaining and analyzing information necessary for monitoring and assessing progress on decent work in the country.

This study was essentially based on the secondary data and information available in the ILO documents, publications of the Bangladesh Bureau of Statistics (BBS) and other publications of the Government of Bangladesh. The document draws upon the brief consultations on national priorities and project implementation relating to decent work with the Ministry of Labour and Employment (MOLE), Department of Labour (DOL), Department of Inspection for Factories and Establishments (DIFE), Bureau of Manpower, Employment and Training (BMET), Directorate of Technical Education (DTE), Bangladesh Technical Education Board (BTEB), Bangladesh Bureau of Statistics (BBS), the Planning Commission, Bangladesh Employers' Federation (BEF) and National Coordination Committee for Workers Education (NCCWE).

1

2. Carry out detailed analytical country studies

The Decent Work Country Profile for Bangladesh was prepared in collaboration with the MOLE and the BBS and with the technical assistance of ILO experts. **At a Tripartite Consultation Workshop on Measuring Decent Work in Bangladesh (Dhaka, 27-28 April 2010)** National partners identified a list of legal and statistical indicators on decent work that were compiled and analyzed in the light of the country's social and economic context of Bangladesh during the previous ten years. The **Draft Profile for Bangladesh was discussed by constituents at a tripartite validation workshop held in Dhaka on 25 and 26 September 2012**, with the participation of the MOLE, the Bangladesh Planning Commission, the Ministry of Finance (MOF), the Ministry of Industries, the BBS, representatives of the BEF and the NCCWE. The MAP project provided financial and technical support to Bangladeshi constituents to help operationalize the country's vision for a stronger statistical and analytical basis for policymaking on decent work.

3. Hold national consultation workshops to identify decent work indicators

The Tripartite Consultation Workshops was held in Dhaka between 27 and 28 April 2010 jointly organized by the ILO and the Ministry of Labour and Employment (MOLE), with the support of the European Union. The workshop was a follow-up to the *ILO Declaration on Social Justice for a Fair Globalization* (2008). The meeting involved more than 30 participants, including policymakers from the MOLE, the Planning Commission and other Government agencies, representatives from the BEF and the confederation of trade unions, and statisticians from the BBS. It provided an opportunity for stakeholders to identify Decent Work Indicators to support the design and monitoring of national development plans and policies and the DWCP, as well as to prioritize areas of ILO support to Bangladesh under the MAP project.

The workshop report was published in August 2010 including national lists of decent work indicators selected as relevant by national partners and the priority areas identified by national partners on supporting data collection and data analysis under MAP

4. Support NSO's or other relevant institutions in collecting better statistics

Technical Assistance and Capacity Building to enhance labour statistics for measuring Decent Work was delivered by the ILO Integration and Statistics Departments for all Asian Countries at the Regional Training and Knowledge Sharing Workshops held in Bangkok in November 2012 and in Jakarta in June 2011.

2

In Bangladesh, in collaboration with the ILO-IPEC Programme on Child Labour the BBS and the Ministry of Planning, the MAP provides financial and technical support to the development of an improved **Labour Force and National Child Labour Survey for 2013 (LFS-NCLS 2013)**. The survey was conducted between January to December 2013 and data entry, data processing and tabulation is expected to be completed by May 2014. A final report is expected by July 2014.

5. Hold national social dialogue meetings to disseminate results of country studies

A validation workshop was organized in Bangladesh on **25-26 October 2012** with the aim of giving baseline information on the state of decent work and progress in Bangladesh while highlighting policy linkages and remaining data gaps and weaknesses

6. Publish and Launch country Studies

The Launch event and media/campaign for the Country studies are planned for 2013, depending on national political agendas.

2. EVALUATION CRITERIA

1. Effectiveness

Result 1. Statistics are produced and analysed in line with national decent work strategies and ILO DWCP

Bangladesh has made significant progress in identifying, compiling and collecting DW Indicators.

Taking the National Background Study as a reference, **national partners** (BBS, MOLE, trade unions, employer organizations) **assisted by ILO** technical specialists **identified Decent Work Indicators.**

There is a consensus about the **weakness of the quantitative aspect of DWI.** There is room for improvement on this by strengthening the reporting and collection system of relevant information at the national level.

The MAP project has made possible a good collaboration between ILO and the national statistical agency (BBS). This fact has contributed to the **enhancement of national capacity in collecting statistics on DW.**

All DWI selected during the process driven by the MAP are fed regularly by **statistics regularly being generated by the BBS.**

3

DWIs are used for national assessment on progress towards Decent Work. DW Indicators are at the core of the **Decent Work Country Profile.** 11 statistical DWI and 21 Legal DWI were selected to be included in the DWC Profile.

Bangladesh has shown a strong commitment to the Decent Work Agenda for years **and is conducting a systematic and integrated assessment on progress towards Decent Work.**

The main results of the DWC Profile are used in policy analysis, especially for the DW Country Program design and monitoring. The 2006–2009 DWC Programme was ILO's first comprehensive results-based programme for promoting Decent Work in Bangladesh; and **currently a 2nd DWC Programme (2012-2015) is being implemented.** The MAP project has contributed to improve its design by providing a basis for a reliable and strong measurement of progress on decent work.

The main decent work challenges for Bangladesh included in the DWC Programme 2012-2015 are: i) promoting new jobs, mostly for young people, who enter the labour force for the first time. As indicated earlier, it is estimated that on an average, about 1.8 million people are entering into the labour market every year. ii) turn low skilled jobs (ready-made garment sector, construction, etc.) and survival strategy-based work (informal sector) to decent work opportunities. iii) promote fundamental principles

and rights at work which requires improved respect for freedom of association and collective bargaining rights, industrial relations and effective social dialogue, promotion of tripartism, improved working conditions, and eliminating discrimination at the workplace¹. These aspects (challenges) all have their corresponding DWI; first identified during the elaboration of the DWC profile and finally assumed and included in the DWC Programme.

Result 2. Government, social partners (employers and workers representatives) and other stakeholders are more aware of the dimensions and the level of DW in the country, their capacity to carry out research related to DW has increased, and ownership of the concept of DW has increased

Government and National partners have been trained on Decent Work Indicators; have actively participated in identifying them and in elaborating both the DW Country Profiles and the DW Country Programs.

The MAP Project has contributed to raise awareness on the concept and dimensions of Decent Work in Bangladesh among ILO Constituents. Government, Worker's and Employer's organizations, as well as the BBS are fully aware of the dimensions of DW in the Country.

Also **the level of ownership about the importance of measurement and monitoring of DW among Government, social partners** (employers and workers representatives) **has increased** moderately as a result of the project's implementation. The small size of the project, the weaknesses in the process of MAP identification (not participatory enough at Bangladesh country scale) and the scarce resources at country level did not allow generating a greater ownership.

4

The level of ownership on the concept of DW was already high before the MAP project due to a **strong political and institutional commitment to the DW agenda since 2006**.

On the other hand, **the National capacities to carry out research related to DW have also improved**. The MAP has helped partners and institutions involved to assume the importance of having solid base lines and managing the decent work agenda founded on agreed goals.

Despite a fairly regular system of censuses and socioeconomic surveys (including a Labour Force Survey in 2009-2010; informal sector survey in 2010) **data in some critical areas of decent work** (i.e. earnings, underemployment, working poor, etc...) **are not available**.

Thus, support was given to boost the information base. Technical assistance and training were provided by the MAP project to enhance BBS capacities on data

¹Decent Work Country Programme Bangladesh 2012-2015.

processing, tabulation and analysis. Furthermore, the MAP Project (in collaboration with the ILO-IPEC, the BBS and the Ministry of Planning) provided financial and technical support to the development of an integrated **Labour Force and National Child Labour Survey for 2013 (LFS-NCLS 2013)**.

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

National partners have, increased their capacities regarding measurement and monitoring of Decent Work and the DWIs and DWC Profiles are key tools that have been used to develop the DWC Programme and National Strategies and Policies.

However, **effectiveness was lower than desired** because the MAP Project worked largely as an isolated intervention. That was due to lack of coordination with other projects during the initial project design. No serious attempt has been made to align or coordinate country level MAP work with that of other ongoing ILO programmes.

2. Efficiency

Although some activities were delayed compared to the original work-plan, this had no overall repercussion in the attainment of the expected outputs. **Outcomes and products have been delivered as expected and with sufficient quality.**

The project did not foresee funding provision for project management in Bangladesh. The ILO Regional Officer for Asia (ROA) assured the overall project management and a Senior Programme Officer of the ILO Dhaka office has played the role of national focal point (NFP) for the project in Bangladesh on an honorary basis, in tandem with his normal workload. Financial management was done in Geneva for the overall project. The cost of the national workshop was double the allocated amount.

The project was developed in close consultation and in collaboration with ILO national, regional offices and HQ Departments **to ensure a high standard of implementation. Consultants and institutions selected were professionally competent** and have delivered the outputs foreseen in the project in a timely manner.

Some stakeholders consulted by the evaluation team highlighted that the “**resources are thinly distributed and country allocations are small**”. Most of them argue that resources were insufficient to keep stakeholders engaged enough to have a “sense of ownership”. In fact, there has been a very moderate allocation for equipment, training etc. at the country level (only money allocated for stakeholder’s workshop, consultant’s fees, and allocations for data collection).

6

3. Relevance

ILO is promoting Decent Work at the country level. **It is very important to advance the DW agenda through indicators and baseline data. The MAP project tried to do that exactly.**

The relevance of MAP in Bangladesh is high but could have been greater if the process of identification and project design was **more participatory** and had taken into account the peculiarities of the **country context**. Because of insufficient stakeholder consultation and needs analysis prior to the project launch, the project strategies and methodologies were lacking the country specificity. **However, during project implementation, attempts were made to adjust strategies and methodologies to suit the country requirements.**

The MAP in Bangladesh is therefore at the time of this assessment, appropriate to respond to the needs of the country in relation to the measurement and monitoring of decent work (though these needs had to be identified during project implementation).

The country’s policymakers are positively disposed to and supportive of ILO’s Decent Work Agenda. Job creation, workers welfare, improvements of working conditions and

workers welfare are the priority areas mentioned in the country's ongoing sixth five year plan. They are also highlighted in the post-development agenda determined by the country.

4. Impacts

The MAP Project has generated and/or catalysed significant effects in Bangladesh:

- **National capacities in collecting statistics on DW have been enhanced**
- **DWIs are used for national assessment on progress towards Decent Work and statistics are regularly being generated by the BBS.**
- The DWC Profile and the 2nd DWC Programme (2012-2015) provide a **basis for a reliable and strong measurement of progress on Decent Work.**
- The MAP Project has contributed to **raise awareness on the concept and dimensions of Decent Work in Bangladesh.** Government, Worker's and Employer's organizations, as well as the BBS are fully aware of the dimensions of DW in the Country.
- Thanks to MAP project and national efforts, **the number of people deprived of decent work is known and the nature of the deprivation is understood.**
- The country has **strengthened capacity to self-monitor and self-assess progress towards decent work.**
- **National strategies and policies are being improved to take into account aspects of decent work.** The Government of Bangladesh updated its **poverty reduction strategy paper** and it now contains a special section on **Decent Work.** The **6th Five Year Plan** similarly addresses DW.
- **Decent work indicators are also being incorporated in the country's UN Development Framework (2012-2016).**

7

Despite major advances in the agenda of Bangladesh Decent Work, **there are still major challenges** with decent work deficits. These are described as follows:

- **There is shortage of resources to continue data collection and data analysis on a regular basis.**
- **Baseline information on certain DW indicators** (minimum wages, occupational safety and health, wage discrimination, safety at workplace, information on accidents and injuries etc.) **is weak, irregular or non-existent.**

- This problem is exacerbated by the **large size of the informal economy** where more than 87% of the labour force is engaged, large subsistence agriculture and general ambivalence to record keeping and data collection by the informal enterprises.
- **Capacity constraints and qualified staff are another challenge**, particularly among the employers and workers organizations.
- **Coordination of data collection is one of the major challenges.** For example, decent work data collection is disjointed and spread among several agencies like BBS, Ministry of Labour, Department of Labour, Factory Inspectorate, and the Minimum Wages Board.
- It is not clear whether the project has contributed to strengthening of the social dialogue. **No conscious efforts have been made to address the weakness of social dialogue.**

5. Sustainability

Promotion of DW and aligning DW principles within the country context are now actively pursued at various forums. This is due to strong ILO advocacy including implementation of a diverse portfolio of Technical Cooperation projects. Decent work indicators are also being incorporated in the country's UN Development Framework (2012-2016) and attempts are being made to identify baseline information to measure progress.

There are increased levels of interest and acceptance of DW principles among the country's major donors and development partners as well as the Government policy makers. The Bangladesh **Government is committed** through policy and budgetary support, along with social partners, **in contributing towards sustainable Decent Work monitoring.**

Complementarity between the MAP and the Budget Support to the Employment sector funded by the European Union in the country is particularly noteworthy in the case of Bangladesh.

National partners still require technical and financial support from ILO and other potential donors, to fully develop the Bangladesh capabilities **to monitor and assess progress towards Decent Work in a sustainable manner.**

3. CONCLUSIONS

1. **A high degree of relevance** of the project has been proven and its execution has been conducted with **good levels of efficacy and efficiency**.
2. **It is not easy to attribute the exact impact of MAP on the DW agenda**. This is because Bangladesh DW is in a reasonably advanced stage of development
3. **DWIs have been identified, and related data is being collected and analysed**. National partners are satisfied with the DWI and have actively participated in the elaboration of the DWC Profile and Program.
4. The **main results identified** are:
 - The MAP project successfully completed stakeholder workshops to determine priorities and identify the country level decent work indicators.
 - A successful background situation analysis was completed and disseminated among the stakeholders.
 - A Decent Work Country Profile was prepared and successfully disseminated.
 - The National statistical agency and social partners have received training and orientation on the DW indicators.
 - A contribution to the advocacy for decent work.
5. The **MAP project tried to fill in the data and information gaps relating to decent work indicators** and decent work deficits. **However, there are still major challenges** regarding the decent work deficits (insufficient resources for M&E DW, weak DWI, staff qualification—employers/workers-, insufficient coordination of data collection)
6. **Main identified strengths of the MAP project in Bangladesh are:**
 - MAP has contributed to advance the DW agenda through indicators and baseline.
 - A much better scope (compared to country project) for cross country experience and knowledge sharing.
 - Better flexibility in terms of deployment of project inputs and deployment of personnel
7. **Main identified weaknesses of the MAP project in Bangladesh are:**
 - Global projects like EC-MAP sometime do not reflect the local context. Project formulation is done at ILO HQs and this may not reflect the needs and priorities at the country level.
 - Insufficient baseline or country experience. Stakeholder consultation is less than desirable in the formulation of the project.
 - Resources are thinly distributed and country allocations are small.

- Stakeholders do not see much national ownership of such projects.
8. The MAP has laid the foundations to provide adequate and agreed DWI indicators to be used in Budget Support operations, thus strengthening the potential of this instrument and the impact and effectiveness of aid (Aid effectiveness).
 9. The Bangladesh **Government is committed** through policy and budgetary support, along with social partners, **in contributing towards sustainable Decent Work monitoring**.

4. RECOMMENDATIONS

1. Given the experience of the MAP project, **there is definitely need for further external support (ILO, EC & other donors)**, particularly at the country level to identify and implement strategies that would help better data collection and measurement of decent work indicators
2. **A future ILO contribution could be in the form of (a)** technical support to define and identify decent work deficits **(b)** knowledge sharing and preparation of guidelines and tools for the national institutions (c) bringing in the cross country experience **(d)** advocacy; and **(e)** ILO could establish linkages and influence the probable donors for necessary technical and financial support and assistance
3. **The DWI arising from the process supported by the MAP are SMART and have a large degree of support and consensus within the national tripartite stakeholders.** This enables the DWI as highly relevant indicators to be adopted as part of the Performance Agreement Framework (PAF) and the Financial Agreement of Budget Support Operations (Sector Budget Support) financed by the European Union in third countries. The case of EU sector Budget Support on Employment in Bangladesh should be systematized to facilitate learning and eventually replicated in other countries.
4. **Complementary measures (Technical Assistance , etc.) referred to in the design of budget support operations in the EU could contribute to the sustainability of the process** of capacity building on measuring decent work initiated by the MAP (financing capacity building in statistics , specific studies , etc.)
5. The **social partners** need a number of measures **to integrate DW into national planning** and programming as follows:
 - **Government:** More dedicated staff for promoting the DW agenda as well as capacity building and training of the staff;
 - **Employers:** To enhance research and knowledge of decent work to identify their role and responsibilities.
 - **Trade Unions:** To enhance capacity and knowledge of decent work agenda and how to articulate trade union roles and priorities within the decent work country programme.
6. We also suggest ILO to promote and coordinate the elaboration of a **National Action Plan on Monitoring Decent Work**, based on **participatory national consultation with all key stakeholders** and with the support of the relevant ILO experts.

MAP Final Independent Evaluation

COUNTRY REPORT

BRAZIL

1. ACTIVITIES IMPLEMENTED

It is necessary to underline, that the Monitoring and Assessing Progress on Decent Work (DW) –MAP- project in Brazil has implemented a wide range of activities that were foreseen in the original project, but also some that have been the product of innovative developments in a very favourable project and country context. It is evident that, not only in quantitative but also in qualitative terms, **the Brazilian MAP contribution is remarkable and should be mentioned as a very good practice.**

The MAP sequence of activities has been applied in Brazil, being articulated with other complementary activities and ILO's overall strategy in the country. The following enumeration of implemented activities, categorised according to the project logical framework (1-7), has been complemented by additional activities that have enriched the MAP implementation (8-10). Most of them have promoted the MAP scope, having used synergies with other initiatives and/or related events.

1. Prepare background country studies; 2. Carry out detailed analytical country studies; 3. Publish and launch country studies

Two editions of the DWC profile in Brazil have been published. The first version, in 2009, was published in December 2009 in Portuguese, Spanish and English, while the second one, was launched in 2012. **The second edition contains many innovative elements, the state-level approach being one of the most important. The DW analysis is presented for the 27 Brazilian states.** Because of its length, a Snapshot Summary has been additionally elaborated in Portuguese and English.

1

The most recent MAP supported process is the construction of DWI at municipal level for all 5.565 municipalities of Brazil in collaboration with the Brazilian Institute of Geography and Statistics (IBGE), based on the 2010 Census and administrative registers. This new methodology in the MAP context will reflect a more adequate picture of the current situation at municipal level, being key in the Brazilian context of inequality. DW data will be available for all strategic geographic levels in the country, municipalities, metropolitan regions, states, large regions (*grandes regiões*), legal Amazonas and the Semi-arid areas. **The database is already developed and will be available online for public consultations in the beginning of 2014.** Brief municipal reports will accompany this process.

4. Hold national consultation workshops to identify Decent Work Indicators (DWI)

The first tripartite consultation on DWI was held in August 2009 in order to present the ILO methodology, discuss the DWI for the elaboration of the DWC profile and make suggestions on new indicators.

In relation to this activity, the first workshop on the **elaboration of a Supplementary Household Survey on DW** was organized in June 2011. A series of training workshops on elaboration and analysis of DWI have been organised and will be discussed in section 7.

The presentation of the main results of the second DWC profile-A sub-national perspective in Brazil - *Perfil do TrabalhoDecente no Brasil: um olharsobre as Unidades da Federação*- was presented in May 2012 with the tripartite social partners and has been combined with a consultation on DW promotion policies.

5. Support NSOs or other relevant institutions in collecting better statistics

The technical cooperation with the Brazilian Institute for Geography and Statistics has encompassed various activities in the MAP context:

- The joint development of DWI for the second DWC profile, based on the National Household Sample Survey –PNAD-, from 2004-2009 and the Monthly Employment Survey. These DWI indicators have been used for the profile elaboration and for the DWI update based on the PNAD in 2011 and 2012, and disseminated in September 2012;
- The workshop on the elaboration of a Supplementary Household Survey on DW (June 2011) to be integrated in the Integrated System of Household Surveys (SIPD) of IBGE;
- The elaboration of the municipal DWI;
- The mapping of child labour indicators was done with MAP support, based on the 2010 Census in collaboration with IBGE, the Ministry of Social Development (MDS) and the Public Prosecutor's Office.

2

Additionally, the MAP project has promoted the exchange and collaboration of key institutions involved in labour statistical production, IBGE, Ministry of Labour and Employment, the Inter-Trade Union Department of Statistics and Socio-Economic Studies- DIEESE (2009) that are part of the Integrated System of Household Surveys (SIPD). MAP has regularly participated in the Annual Meetings of the Integrated System of Household Surveys (2009-2013).

- **Hold national social dialogue meetings to disseminate results of country studies**

The MAP project in Brazil has supported a high number of social dialogue meetings at national and sub-national level, including special presentations of the ILO DW measurement methodology and its results or the thematic coordination.

Apart from the DW national conference (August 2012), **the DW conferences at state level can be very positively highlighted**: The III DW Conference of the State of Bahia (September 2011); the II DW Conference of the State of Grande ABC, main industrial region of São Paulo (October 2011); the I DW Conference of the State of Piauí (October 2011); the I DW Conference in Paraná (November de 2011); and the I DW Conference in Ceará, November 2011). MAP supported all of them with technical advice on development and analysis of DWI.

In addition to the tripartite events in the context of the DW conferences, MAP's national coordinator in Brazil participated in a wide range of events where the ILO DW methodology was presented and disseminated. Two target groups can be identified for the meetings and seminars; on the one hand, the researchers' community; on the other, the tripartite constituents and to a minor extent, other donors.

I. Meetings/Seminars/ Forums with the researchers' community (universities, researchers' associations):

- Seminar on monitoring DW progress in Brazil, celebrated in São Paulo, and organised by the Advance Research Institute of the São Paulo University, April 2013;
- 15th National Forum of the National Labour Medicine Association -ANAMT, Paraíba, September 2011.
- 15th Annual Meeting of the National Association of the Planning, Research and Statistics Institutions (ANIPES)¹ from Brazil in Vitória, Espírito Santo, December 2010.
- Launch event of the publication *Bahía: Analysis and Data-Decent Work (Bahía Análise & Dados – Trabajo Decente)*, in Salvador de Bahía, December 2010.
- Seminar for the Americas on data collection and use of indicators to promote and monitor race equality and non discrimination, organised by the Office of the United Nations High Commissioner for Human Rights (UNHCHR), in Rio de Janeiro in May 2010.

3

II. Forums/Seminars with governmental entities and the other tripartite constituents and donors:

- Meeting of public servants of the state of Bahía for the development of municipal DW agendas, Salvador de Bahía, September 2013;
- 7th Meeting of Administrators of Rio de Janeiro (ENCAD), promoted by the Regional Management Council of Rio de Janeiro (CRA-RJ), in Rio September 2013;
- National Seminar Potentialities of Primary Health Care in the Integral Care of Workers, promoted by the Ministry of Health in São Paulo, July 2013;
- Workshop of the project reducing informality in domestic work, promoted by DIEESE and the Inter-American Development Bank (IDB), in Salvador de Bahía, May 2013;
- 2nd Meeting of Municipalities for Sustainable Development, promoted by the National Associations of Majors (*Frente Nacional dos Prefeitos*), Brasília DF, April 2013;
- First Forum on Decent Pharmaceutical Work: Challenges and Perspectives, promoted by the pharmaceutical trade union of Ceará state, SINFARCE, organised in Fortaleza, Ceará, December 2012;

¹ ANIPES is a key stakeholder in the production of statistics in the country. 22 statistical institutes of the Brazilian states, IBGE and IPEA are part of ANIPES.

- Permanent Seminar Regional Integration, promoted by Mercosur youth-JUVENSUR, in Foz do Iguaçu, Paraná, November 2012;
- Seminar on The World of Labour from the administration perspective, promoted by the Federal Council of Management (CFA) in Vitória, Espírito Santo, November 2012;
- 9th Forum of the municipal managers for the promotion of racial equality in the state of Bahia, in Salvador de Bahia, June 2012;
- Workshop for the elaboration of the DW agenda in the Unified Health System (SUS), Brasilia-DF, May 2012;
- 1st DW Day of the Public Municipal Workers' Federation of Ceará, in Fortaleza, Ceará, November 2011;
- 3rd National Meeting 'Paths and Routes', promoted by the NGO ARACATI, Salvador de Bahia (October 2010);
- 3rd Ordinary Meeting of the National Forum of Eradication and Prevention of Child Labour (FNPETI), in Brasilia, October 2010;
- Event on the Day of National Safety and Health in School, Rio de Janeiro, September 2010;
- Seminar on Youth and the World of Labour', promoted by the municipality of Diadema, Region ABC, São Paulo, August 2010;
- Regional Preparatory Conference for the Second State DW Conference in the state of Bahia, in Vitória da Conquista, South-eastern Region, May 2010;
- 6th National Meeting of the Economist Trade Union Organisations (ENESE), in Belém do Pará–Northern Region, May 2010; and
- 3rd United Nations Country Team Meeting 2010, in the UNESCO office Brasilia, March 2010, to promote the internalisation of DW measurement among UN organisations.

7. MAP Regional and global knowledge exchange activities

The ILO MAP coordination in Brazil has participated in key events at regional and global level that have served the regional and global exchange of knowledge and experiences.

I. The main regional events in Latin America include:

- The Regional Meeting of the officers/directors in charge of the Labour Force/Employment Surveys of the statistical offices in Latin America, Lima, Peru: October 2011, with the goal to follow-up the DWI harmonisation efforts in the region. The Brazilian case was presented.
- Regional Workshop on DW measurement in Latin America, in Santiago de Chile, October 2011, organized by MAP and the RECAP project (*Strengthening the capacity to devise and analyse decent work indicators*), with the financial support of the European Commission (EC). MAP Brazil and IBGE presented the Brazilian national information system on labour market with special emphasis on the new Integrated System of Household Surveys (SIPD); and

- The regional workshop on DW measurement, Lima, Peru, in April 2010, organized by MAP. Brazil presented its experience of the national tripartite consultation on DWI and the elaboration of the first DWC profile.
- II. From the global MAP knowledge exchange activities, the following events have to be mentioned: 1. The Final MAP Conference in Brussels, in November 2013; 2. The Meeting on Measuring and Monitoring DW: Lessons learnt from MAP countries, Geneva, June 2012. The national coordinator presented the Brazilian experience on the elaboration of the DWC profiles and the progress of DW policy formulation.
- III. Further training and dissemination of the DW measurement methodology

The main activity in this category to be underlined is the training cycle at state level on DWI elaboration and analysis, financially supported by MAP during July and August 2011. This was a request from the National Forum of Labour Secretariats (FONSET). It was an input for the preparation of the regional DW conferences at state level to train the stakeholders in charge of implementing the state conferences, previous to the National Conference on DW and Employment (CNETD) in August 2012.

Six workshops have been organised for the main five regions in Brazil: Curitiba-PR (Southern region); Campo Grande-MS (Centre-West Region); Fortaleza-CE (North-eastern Region); Recife-PE (North-eastern Region); Belém-PA (Northern Region) and Belo Horizonte-MG (South-eastern Region). The training was aimed at elaborating the state and sub-regional DW diagnosis. 155 representatives from the tripartite social partners, NGOs and academia participated, with 43% of participants being women. The training was coordinated and harmonised by an external consultancy, supported by ILO Brazil and Spanish Cooperation.

5

Additional training workshops and courses on development and analysis of DWI have been actively promoted in several regions and forums with research institutions, government entities, public servants and other constituents. Special emphasis has been given to those Brazilian states with formulated DW agendas.

Further training events to be mentioned, include:

- Training on development and analysis of municipal DWI, in Maceio, Alagoas, as part of the 18th Meeting of the National Association of the Planning, Research and Statistics Institutions (ANIPES), in November 2013;
- Short training on development and analysis of DWI, organised by São Paulo University, in July 2013, promoted by the Latin American Association of Labour Studies (ALAST) in the context of the 7th Labour Congress;
- Training on development and analysis of DWI, in Fortaleza, Ceará, December 2012, as part of the 17th Meeting of the National Association of the Planning, Research and Statistics Institutions (ANIPES) and 3rd Meeting of the Economic and Social Statistical Institutions of the North-eastern Region.

- Training module on development and analysis of labour and DWI in the context of trade union leaders' training, promoted by the National Federation of Economists, in Curitiba, Paraná, Southern Region, August 2012;
- Training on DWI, in order to assess the proposal on monitoring DW in the state of Bahía, organised in Salvador de Bahía, December 2010;
- Workshop on elaboration of the research, training and trade union actions to promote the DW agenda of the Unified Workers' Central (*Central Única dos Trabalhadores, CUT*), in São Paulo, August 2010;
- Training on development and analysis of indicators: Support to the monitoring and evaluation of the DW Agenda in Bahía, with tripartite participation, in Salvador de Bahía, July, 2010; and
- Training on development and analysis of DWI, in the context of the 14th Meeting of the National Association of the Planning, Research and Statistics Institutions (ANIPES), in Recife, Pernambuco, November 2009.

9. Sub-regional dissemination activities

At (sub-) regional level, some meetings, seminars and some technical assistance activities have taken place, within the context of Mercosur and with other Latin American countries, such as:

- Technical Meeting 'Situation of DWI in Mercosur', organised by the Mercosur Observatory on Labour (OMTM), in Asuncion, Paraguay in April 2011;
- Seminar Statistical Integration for the Development of Mercosur, organised by the project Cooperation European Union-Mercosur, in Rio de Janeiro, December 2010;
- 2nd DW Conference of Mercosur and technical assistance to Mercosur on DWI indicators, in Brasilia, November 2010;
- Regional Meeting MERCOSUR, in Rio de Janeiro October 2010;
- Technical assistance on harmonisation of DWI: Missions to Asuncion and Buenos Aires to participate in technical meetings of the Group of Technical Experts in DW measurement of MERCOSUR. The Brazilian experience with qualitative normative DWI was presented, as well as the Supplementary Household Survey on labour conflicts, elaborated by IBGE and included in the 2nd DWC profile;
- Technical assistance to the Labour Observatory of the Ministry of Labour and Employment of Brazil, on information collection strategies of DWI;
- Technical meeting 'Rethinking the System of DWI in Argentina', in Buenos Aires, Argentina, September 2011;
- Seminar on Dialogue and cooperation Brazil-Argentina on afro-descendent policies: education and employment as key to strategies to reaffirm citizenship, Buenos Aires, Argentina, November 2012; and
- International Seminar on DW measurement, methodologies and indicators: Latin American experiences, promoted by the Latin American Network of Research on Multinational Corporates (Redlat), the country programme of the

Dutch Trade Union Federation (FNV) and the National Trade Union School (ENS), in Bogotá, Colombia, October 2012.

10. Other DW related contributions (papers, articles, etc.) on the MAP results

In addition to training and other events, dissemination has been also promoted with the elaboration of some publications, mainly prepared by the national coordinator and other co-authors such as Laís Abramo, the ILO Director, or Janine Berg, formerly responsible for the MAP project, based on the DWI, e.g.

- The recent DW evolution in Brazil and in the Federation Units, J. Ribeiro in: the Public Statistical Bulletin of the National Association of the Planning, Research and Statistics Institutions (ANIPES), October 2012 (http://anipes.org.br/boletins/boletim_anipes_08.zip);
- The importance of DW in poverty eradication, in: Superintendence of Economic and Social Studies of Bahia(SEI), June 2011:http://www.sei.ba.gov.br/images/publicacoes/download/cep/c&p_171.zip;
- DW, poverty and development, by J. Ribeiro and L. Abramo, published in the *No Mérito*, the newspaper of the Association of Labour Judges(AMATRA), Rio de Janeiro, 2011;
- Recent evolution of DW in Brazil, by J. Berg and J. Ribeiro, published in: 1) *Mercado de trabalho: conjuntura e análise*, Brasília, August 2010: http://www.ipea.gov.br/portal/images/stories/PDFs/mercadodetrabalho/bmt4_4_17_completo.pdf; 2) *BahíaAnálise& Dados – Trabalho Decente*. July/September, 2010: http://www.sei.ba.gov.br/images/publicacoes/download/aed/a&d_trabalho_decente.zip; and in 3) The real and the desired: Decent work and precarious working the 17th National Meeting of Population Studies, organised by the Brazilian Association of Population Studies (ABEP), in Caxambu, Minas Gerais, September 2010.
- DW country profile of Brazil, in *Desafios do desenvolvimento: a revista mensal de informações e debates do IPEA*, Brasília, DF, January/February, 2010: <http://desafios2.ipea.gov.br/sites/000/17/edicoes/58/pdfs/rd58art03.pdf>.

2. EVALUATION CRITERIA

1. *Effectiveness*

MAP implementation in Brazil has been very effective. The achievements in relation to the diverse uses of DWI that are being incorporated in some national, regional and municipal statistical tools, on the one hand, and for the elaboration of national and regional DW agendas and plans, on the other, have contributed to strengthening the Brazilian partners' capacity to self-monitor and self-assess progress towards DW.

Result 1. Statistics are produced and analysed in line with national decent work strategies and ILO DWCP

Working with the Ministry of Labour, IBGE, local governments, trade unions and employer organisations, **Decent Work indicators were identified; compiled and tabulated**, and technical workshops in the main regions of the country were held with statistics specialists of State Labour Secretariats; and **data analysis of decent work trends was conducted**.

Having strong national statistical capacities already in place, Brazil benefits from a comparatively robust and timely system of national labour statistics. Within this framework, **the country produces a wide range of decent work indicators and statistics on DW are collected**.

8

In Brazil, new indicators were added following technical meetings with IBGE and national partners in 2011 and 2012 and the new list of DW indicators was the basis for the preparation of the second edition of the DW Country Profile for Brazil.

The second edition of **the DWCP was discussed at regional level** (State Conferences) **and presented at national level** to national stakeholders in May 2012, before publication in July 2012.

The development of the DWCP has certainly contributed to the countries efforts to measure progress and deficits on decent work at the national level, and to promote the **wider use of decent work data for policymaking and development planning**.

The production of a DWCP took into account the fact that the characteristics and the evolution of labour markets vary widely among the country's 26 states and the federal district (Brasilia); and that the success of decent work policies and programmes depends to a large extent on the capacity and effectiveness of state governments, which need to be informed on progress and remaining gaps at their level. The MAP project has provided financial and technical support to the government and states in the development of a Decent Work Country Profile, **including 27 chapters on decent work indicator trends at state level**. The study has been prepared from updated data, including additional indicators and levels of disaggregation, including by State, **in order**

to inform the state level on progress made towards decent work for the provincial decent work programmes.

Result 2. Government, social partners (employers and workers representatives) and other stakeholders are more aware of the dimensions and the level of DW in the country, their capacity to carry out research related to DW has increased, and ownership of the concept of DW has increased

The MAP project has contributed to increase an already high level of awareness of the dimensions of DW in the country and to strengthen the degree of ownership of the concept of DW in Brazil.

Concerning the governmental stakeholders, MAP's outputs have been used, as mentioned, for the preparation and implementation of a National Conference on DW and Employment and the post-Conference workshops at regional level. The preparation of the National Conference encompassed 273 preparatory conferences, 26 at the level of the states, 104 at regional level, 5 at micro-regional and 183 at municipal level. **The DWI has helped to identify DW gaps at state level in the context of the state level conferences, supporting the elaboration of some regional DW agendas.**

The DWC profile also contributed to the monitoring of the National Plan of DW and Employment, being a reference document for the National Conference itself. In line with this the post-Conference regional seminars also make use of the DWI.

9

Because there is an incipient **development of regional and municipal DW agendas and some requests for ILO support are being identified**, the municipal DWI, not yet launched, will be key for this process. **Also for state level, regional and municipal DW policy analysis and formulation especially in the context of PRONATEC, the DWI framework might be a complementary tool for the main government programme Brazil without poverty, implemented by the Ministry of Social Development.**

In other sectors, the **DW National Agenda for the Youth (ANTDJ)** used the DWI as an input, as the **Brazilian Unified Health System (Sistema Único de Salud-SUS)** has done for the elaboration, monitoring and evaluation of its DW agenda.

ILO has used MAP's results from Brazil as inputs for several tasks, for example:

- To update thematic training modules on gender, race, poverty and employment in Brazil;
- To complement the DWI Manual (STATISTICS/OIT Ginebra) with indicators of the dimensions of combining work, family and personal life;
- To elaborate regional and global ILO reports; and
- To elaborate some publications.

Regarding workers' organisations, the Inter-Trade Union Department of Statistics and Socio-Economic Studies, **DIEESE**, produces DW related statistics, and uses DWI, for example, in the **elaboration of DW diagnosis in the ABC region of São Paulo or in Curitiba as an input for their DW agenda**.

In the context of the Labour Observatory in Bahía, DIEESE together with the Labour Secretariat of Bahía (*Secretaria de Trabalho, Emprego, Renda e Esporte*)–SETRE–**elaborate indicators based on the ILO's methodology of DW measurement**.

Other workers' organisations include DW as a concept in their strategic programming (e.g. *Central Única dos Trabalhadores*, CUT, the Unified Workers' Central). The region of Sergipe, after having participated in one of the regional workshops in DWI, used the inputs to elaborate its own diagnosis.

On the employers' side, the use of the DWI is less evident. However, there has been a **very active participation from the Brazilian National Confederation of Industry (CNI)**, one of the most representative employers' organisations in Brazil (its members represent 70% of Brazil's GDP), in the tripartite consultations. They insist on the importance of putting more emphasis on other topics they consider relevant for the employers, such as sustainable businesses, and competitiveness related issues (productivity, vocational training, technology and innovation). They also underline their will to have a specific strategy from ILO to cooperate with the employers' organisations, something that is now being addressed on the topic of sustainable businesses. Their participation in the national DW conference has encountered some difficulties, although in the end, a degree (minimal) of consensus has been reached for the main proposals of the final declaration.

10

The MAP Project has also largely contributed to reinforce Brazil's capacity to carry out research related to DW. The close collaboration of MAP with IBGE, IPEA and the research community in general has generated some key results. Concerning IBGE's statistical publications, for example, IBGE has used some DWI from the DWC profile for its Synthesis of Social Indicators in its edition of 2011 and 2012. On gender inequality, IBGE in one of its publications also made use of the DWI in 2011. As part of one of its products in its main database, SIDRA, IBGE will include some DWI, elaborated in cooperation with MAP, the municipal DWI, based on the 2010 Census and the historical time series of the National Household Sample Survey (PNAD) 2004-2012. Additionally, further products have been developed, such as an institutional video on the new Integrated System of Household Research (SIPD) where ILO will reinforce the importance of Household Surveys for the monitoring of DW. The workshop in 2011 on a Supplementary Household Survey on DW for the future SIPD has led to the internal reflection in IBGE to aggregate some of the suggestions and variables on DWI to the questionnaire. The participation of MAP in the SIPD annual forum and the close cooperation has generated some improvements in the regular IBGE statistics on child labour, health and occupational safety and time use. For IBGE, the support of MAP to

make improvements in the measurement of child labour, one of its key current priorities, has been fundamental.

IBGE also underlines the importance of MAP to strongly contribute to the inter-institutional articulation between the Ministry of Labour and Employment (with institutional weaknesses) and the other tripartite social partners and research institutions, involved in the production of labour statistics.

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

MAP achievements in Brazil give ample evidence of how the project has contributed to the improvement of national capacities regarding DW research, data collection, analysis and report production. In general, it can be also be stated that **awareness on DW among all tripartite stakeholders at national and regional level and the research community, such as IBGE, IPEA, has also been improved.** In a favourable context where the debate around DW is in a process of slow institutionalisation, **ownership of the DW concept has been increased.** With limitations and some critical points requiring improvement, **the MAP contribution has been very useful to promote the DW debate, and improve the capacity in the country to self-monitor DW progress.**

Some factors that have been essential to these achievements need to be underlined. The technical team has been very appropriate. The presence of the national coordinator has ensured the overall coordination and follow-up, as well as the dissemination and, especially, the use of synergies of other parallel events at national and regional level. The national coordinator, together with the technical expertise of a labour specialist who was responsible for MAP at the beginning of the project, contributed to articulate analytical capacities in labour market, a normative framework and socio-economic development.

The continuous support of the ILO Director was vital – this ensured the national coordinators presence until the end of the project and therefore the continuation of MAP's activities. The MAP presence in the country together with the leadership of the ILO Director in Brazil have fostered the articulation and inclusion of MAP processes at the country, national, regional and municipal levels.

The training and dissemination strategy has been also well established, differentiating target groups, such as the research community, with emphasis on the statistical and key research institutions of the country, and on the other hand, other constituents, especially government representatives from the different levels, research institutions and trade unions organisations. It is also positive to have focused the work on those geographical stakeholders with interest in DW, especially those states with DW agendas, e.g. the state of Bahía.

The motivation of the tripartite stakeholders and an established space for social dialogue also plays a key role in the use of MAP's outputs. A fundamental factor of success in Brazil is the existence of a structured statistical system and the motivation of IBGE, as well as their official commitment towards DW. The institutional framework producing DW related statistics is broad, encompassing IBGE, and also IPEA or the trade union organisation DIEESE, stakeholders that are actively engaged, in both the production and analysis of DW indicators.

2. Efficiency

The very positive assessment of MAP's efficiency in Brazil is based on the **excellent relationship between the resources invested and the resultant high quality outputs**, and a **very good articulation of the MAP activities and outputs in relation to the ILO national priorities** in the country.

The project staff at country level, led by the project national coordinator, **has been a fundamental factor of success which has been reinforced by the technical leadership of a labour specialist, the backing of the administrative team of ILO Brasilia, and the strategic support of the ILO country Director**. However, the centralized management structure has not shown enough flexibility to make adaptations to the country reality. The lack of participation mechanisms in the process of decision-making has negative effects on efficiency, slowing down some administrative and financial decisions.

12

In terms of activities, the MAP in Brazil has efficiently implemented a high number of activities widening the activity spectrum of the original design to additional areas (see also section 1). While the first DW country profile was elaborated in less than two months, the second, because of its scope, took approximately 1.5 years to produce. Not only in quantitative terms but also in qualitative terms, the MAP in Brazil has innovated within the DWI framework, including the DWC profile at state level, the DWI at municipal level, the high number of training events to the research community and policy makers, as well as the continuous use of MAP results to publish papers and participate in key events to ensure dissemination. Additionally, the detailed and updated documentation of activities prepared for this evaluation makes evident how well the MAP activities in Brazil have been monitored.

The MAP outputs are still contributing as key inputs for the national, and now regional, DW debate, statistical improvement, policy analysis, formulation and monitoring. The government has publicly committed to DW with the DW national agenda and the DW national programme, which is regularly monitored. In 2012, the first National Conference of Employment and Decent work (*Conferência Nacional de Emprego e Trabalho Decente - CNETD*) with participation of more than 20,000 tripartite representatives and civil society of the whole country (around 1,500 representatives at the national conference and during the state level preparatory conferences). The country is now in the process of elaboration of regional DW agendas at state level.

All stakeholders have highlighted the quality of outputs. In particular the second DWC profile with data at state level has been underlined as a useful tool for the preparatory state level DW conferences. It has been also used for the elaboration of the DW agendas at state level (Bahía, Mato Grosso) and has been a key input for the National Conference on DW and Employment. As mentioned, innovative elements encompass: 1) The regional approach with data of all 27 Federation Units, facilitating the analysis of the territorial heterogeneity in Brazil; 2) The disaggregation by sex and race, key to analyse inequalities in the country; 3) The inclusion of the experimental chapter on sustainable businesses; and DW; 4) The addition of new indicators in the dimension of combining work, family and personal life; and 5) The addition of new strategic topics in the section on equality of opportunities, such as disabled people, migrant workers, domestic workers, vocational training, traditional communities, intermediation of labour and HIV in the world of labour.

The municipal DWI will be launched at the beginning of 2014. The access to municipal DWI is seen as a key tool for the policy analysis at the level of municipalities, which is essential for the follow-up of the current PRONATEC, as part of *Brazil without poverty*. The database is a user-friendly, publicly accessible instrument that will encourage differentiated DW analysis at municipal level enabling public policy formulation and follow-up.

The tripartite consultation process that has led to the DWC profile has involved the Ministry of Labour and Employment, the workers' and employers' organisations, the IBGE, the Institute for Applied Economic Research (IPEA) and academia. The process has been complemented with a Technical Workshop for the Construction of a Supplementary Household Survey concerning DW topics, also with tripartite representatives and with a series of 6 regional training workshops focusing on the elaboration and analysis of DWI and supported by the National Forum of Labour Secretariats (FONSTE). 155 experts representing federal and state-level government units, employers', workers' organisations, academia and other civil society organisations from 25 (of the 27) Federation Units have participated. An additional tripartite consultation in May 2012 discussed the methodology and the preliminary findings.

The output quality and the consultation process, has been positively assessed by the workers' organisation, especially because it complements the available data they also produced and it stimulates the discussion on DW indicators. The importance of having this analytical basis to further discuss indicators for policy making has been highlighted. The employers' side made evident the importance of fully validating the DWI and of the topic sustainable business and DW. Also the IBGE positively underlined the process that enabled improvements in methodological terms and concerning data quality through and because of the consultation involving key stakeholders. The quality of the publications, the tripartite consultation, and the extended discussion through regional training have favoured the generation of positive outcomes.

It is necessary to underline that the MAP in Brazil has stimulated a discussion on DW, by articulating the MAP activities to an on-going national and state-level DW debate.

The continuity of the national coordinator and the ILO Director support have been key to ensure the articulation of MAP results to on-going DW related processes in the country. Therefore, one learning element for a potential second phase would be to plan the financing of the national coordinator for the whole duration of the project (48 months), and not only for 36 months, as was done in MAP Phase One. Additional financing for missions and training has been mentioned as fundamental to promote such a process.

In terms of synergies with other interventions, MAP in Brazil has been fully aligned with the government and states' activities on DW. Regarding other donors, ILO has the leadership role on the DW topic. However other donors support specific dimensions, such as child labour, forced labour, youth and employment, amongst others. The measurement of DW is associated with ILO's mission, so that the coordination with other donors occurs in a natural way (e.g. with Spanish cooperation on harmonisation of DW indicators in Mercosur).

Elements to be improved in a subsequent phase are related to financial availability for some budget lines and a more efficient management structure at global level.

3. Relevance

The MAP project in Brazil is very relevant according to the current national context and DW related policies and measures and the ILO strategies and programmes at country level. The MAP initiative also responds to the global ILO objectives in relation to DW measurement and complements the EU priorities for the country, being in line with its political guidelines. In this sense, **the MAP approach continues to be valid in Brazil.**

14

After having organised the first National Conference on Decent Work and Employment in 2012, **the Brazilian Ministry of Labour and Employment is promoting the implementation of DW seminars at state level** to discuss the national proposals, derived from the National Conference. The main goal of the Conference has been defined as the definition of a **National Policy on Decent Work and Employment**, using the National Plan on Decent Work and Employment of 2010. **ILO and MAP have been supporting all the processes** with technical advice, supporting the technical implementation of the national and some of the state conferences and with inputs to monitor the national plan. MAP has been focused on advising on the monitoring and evaluation of the DW agenda (e.g. also in the states with DW agendas, such as Bahía, and Mato Grosso).

ILO continues to receive requests at municipal level, which might also be interesting for the piloting and monitoring of municipal DW agendas (e.g. ABC region in São Paulo, Curitiba). Furthermore, Brazil has some additional policy priorities that are in line with the DWC profile elaborated in the MAP context. MAP inputs have been used for the elaboration of the DW agenda for the youth; child labour and forced labour related activities and publications; and for improving gender and race aspects of DW.

One of the main priorities of the current government is the programme '*Brasil sem miséria*', Brazil without poverty, aiming at expanding the cash transfer programme *Bolsa Família* to improve access to public services, ensure a minimal income and promote productive inclusion. Because this programme intervenes at municipal level, especially PRONATEC, the National Program of Access to Technical Learning and Employment, might make use of municipal DW indicators. The current database that is being developed for all Brazilian municipalities in the framework of the MAP initiative will directly respond to those priorities.

The MAP project in Brazil clearly reflects one essential part of ILO's mission in the country. The DW measurement to monitor DW progress is fundamental in the current context where the National Policy on Decent Work and Employment will be formulated, there is a National Plan on Decent Work and Employment and regional/municipal agendas are being developed. ILO has strongly supported the technical organisation, implementation and follow-up of the first National Conference and is now supporting the seminars at state level.

The MAP initiative fully supports the global ILO commitment to DW. Besides the wide potential of the MAP approach, the specific case of Brazil has made evident how important DW measurement is. Brazil is a first class example for the implementation of MAP, and the country could be highlighted as a laboratory for DW measurement.

The EU-Brazil country strategy paper 2007-2013 emphasizes the environmental dimension of sustainable development and the strengthening of the bilateral dialogues in various sectors, not explicitly including DW and Employment as priorities. Nevertheless, the EU in Brazil implements a high number of employment and social cohesion projects addressing DW related issues, e.g. youth employment, economic rights of vulnerable groups, income generation or entrepreneurship through thematic projects. There is margin for improvement in the incorporation of the MAP outputs and results into these projects.

The Communication from the Commission "COM (2006) 249 final" from May 2006 clearly expresses the EC commitment towards the global promotion of DW, making explicit its intention to strengthen the EU contribution to the ILO DW agenda.

4. Impacts

MAP impact in Brazil has been remarkable:

- The **joint ILO-MAP outputs with IBGE are included in monitoring the National Plan of DW and Employment**, and additional effects have been produced during the preparation of the National Conference of DW and Employment at regional, state and municipal level. **The municipal DWI, planned to be published (probably) at the beginning of 2014, also show a high potential impact.**
- **The institutionalisation of the IBGE-ILO cooperation** through a cooperation agreement has to be emphasized as one key aspect generated in the MAP context; and the **improvements of some of their regular surveys incorporating some DWI proposed by MAP and ILO** is a sign of clear impact. It also shows that MAP has achieved the stimulation of a process, not only the production of products.
- **The inclusion and articulation of the institutional stakeholders** involved in the production and analysis of DW related indicators, such as the Ministry of Labour and Employment, IBGE, IPEA, DIEESE and others, stimulated and promoted by MAP, has been highlighted as one of the main impacts.
- During the preparation of the National DW and Employment conference, some **Brazilian states already have elaborated their DW agendas**, e.g. Bahía (2007) and Mato Grosso (2009). At regional level, the ABC region of São Paulo, and at municipal level (2009), Curitiba, are the pioneers (2011). In the context of the conference, reinforced by the regional training workshops, **some other states have expressed their interest to develop their DW agendas**, such as Sergipe. Ceará, Distrito Federal, Espírito Santo, Goiás, Minas Gerais, ParáPernambuco, Rio Grande do Norte, São Paulo, Tocantins and committed in their respective conferences to elaborate their agendas, while Paraná and Piauí are also in the process of formulating their DW agendas, although this was not part of the Conferences. **The availability of regional and state-level data has promoted the use and dissemination at sub-national level.**
- Although there are different outcomes, the important fact is that beyond expected results at national level, **awareness and ownership have been improved at regional, state and municipal level concerning DW**. At state level, the alliance with FONSET, the National Forum of Labour Secretariats, has been strategic.
- **Regarding tripartite social dialogue, there is a certain degree of institutionalisation in Brazil, although it differs among states.** The recent innovation in the National Conference was to **include civil society as a fourth stakeholder** besides government, employers' and workers organisations. Considering that the **informal economy** is large, new sectors are emerging with low or inexistent trade union affiliation and other vulnerable groups and/or challenges,

and are not being represented by the traditional stakeholders, this fourth group of stakeholder inclusion has been a very positive step.

- MAP aims at using some DW measurement tools for policy analysis, formulation and follow-up. **It has contributed to improve some information availability and fostered DW debates at different levels.** However, tripartite dialogue is also influenced by other external factors. The institutional weakness of the Ministry of Labour and Employment and the inherent difficulties of the social dialogue also affect the set up of priorities at government level. Despite these limitations, **the political will to advocate for DW is clear and has contributed to capitalize MAP outputs beyond the expected results.**
- **At the sub-regional level, the DW measurement methodology** promoted by MAP Brazil has been used as an input by the MAP Peru, for the **elaboration of Mercosur DWI and the new system of DWI in Argentina.**
- **In terms of future ILO activities, specific demands to elaborate DW agendas or projects are emerging from municipalities.** The municipal DWI database might have a considerable effect on improving the policy analysis at this level. The municipal DWI will be of interest, not only for governmental programmes, such as PRONATEC, municipalities, regions or states, but also for the private sector that might be interested in supporting DW related projects. This is the case not only for the planning or formulation of policies and programmes, but also for follow-up and this statistical tool can play an important role.

17

Key factors that fostered impact and have widened the impact of MAP are: 1) The political will and commitment towards DW at national and state level, and the incipient interest at regional and municipal level; 2) The degree of institutionalisation of the social dialogue in the country; 3) Key forged alliances with IBGE, IPEA and FONSET; and 4) The leadership of the ILO Director and of the national coordinator to articulate the MAP activities, outputs and results to inform strategic and relevant processes in the country.

5. Sustainability

The sustainability of the MAP achievements in Brazil are positively assessed, taking into account strong political commitment and ownership, institutional progress at the level of the social dialogue structures, not only at national but also at sub-national level, and statistical improvements regarding DW in existing surveys. Regarding financial sustainability, there is room for improvement, especially considering the relevance of the topic.

The political commitment towards DW is made evident in the diverse governmental policies and programmes in Brazil, from Brazil without poverty and now PRONATEC with emphasis in productive inclusion to more specific DW related issues (child labour, forced labour, youth labour or reduction of gender and race inequalities). Despite

institutional weakness, inherent in the social dialogue process, or the weak position of the Ministry of Labour and Employment within the government, the National Conference of DW and Employment, as a key symbolic event has stimulated the interest on regional and municipal DW agendas. Although development differs in states, regions and municipalities, according to political will, the institutionalisation of social dialogue and the motivation of the constituents and the technical capacities, amongst other positive aspects, the process will continue.

The ownership of the constituents in the context of social dialogue is high, despite, again, limitations related to the structures and the policy decision-making. DW is part of the national priorities of the Ministry of Labour and Employment, of the strategic programmes of key workers' organisations and trade unions, and to a lesser extent of some employers' associations, and is key as a concept among other stakeholders, such as IBGE, IPEA, the Ministry of Social Development or the Unified Health System. Employers' organisations see DW as one amongst other strategic topics (e.g. productivity, fiscal policy, competitiveness, technology).

State, regional and municipal governmental institutions have made explicit their interest in DW agendas. While Bahia and MatoGrosso already have their DW agendas, Pernambuco, Tocantins, Minas Gerais and Paraná have expressed high interest. At municipal level, Curitiba and the ABC region in São Paulo are in the process of development, while Cuiabá has also stated interest in having a DW agenda. IPEA, for example, has developed a system of indicators of social perception (SIPS). The idea is to jointly develop with ILO a research tool to incorporate qualitative indicators to complement the measurement of DW. The use of municipal DW indicators might also promote the interest of the private sector to implement joint DW projects with ILO and other public institutions.

18

In terms of institutionalisation, ILO and IBGE, stimulated by this cooperation experience, signed a cooperation agreement in 2012, which has facilitated on-going collaboration. Additionally, some DWI have been incorporated in regular surveys. The cooperation of ILO and the Ministry of Labour and Employment is based on a long-term collaboration as well as with the social partners in the context of the social dialogue.

In terms of financial sustainability, ILO Brazil has mobilised resources from ILO Headquarters to ensure the continuity of the national coordinator until the end of the project assuming additional tasks. But **there is no specific sustainability strategy** beyond that. The EU Delegation in Brazil has a very positive opinion of the project in the country, but because it is a centralized initiative, does not have any information on the possibility of further financing. The government on its side will continue to support the regional seminars to discuss the proposals of the National Conference. Concerning IBGE, it will continue to produce and finance the on-going surveys and is making progress with the Integrated System of Household Surveys –SIPD. Other donors with interest on DW measurement have not been identified to contribute to MAP's sustainability.

3. CONCLUSIONS

- **The MAP in Brazil has shown that within a context of political ownership of DW, the measurement of DW progress is an indispensable activity.** The MAP in Brazil has also shown the **high potential of this methodological approach to measure DW.** It has generated positive effects in terms of 1) awareness raising on DW, not only at national but also at sub-national level; 2) institutional articulation of the research institutions producing DW related statistics; 3) statistical improvements; 4) social dialogue strengthening; and 5) DWI use for policy analysis, formulation and monitoring.
- **The MAP in Brazil has been capable of stimulating a process, beyond the project's expected results.** Key conditions were given: Political and institutional commitment, constituent's motivation and strategic/technical capacities of the MAP team in the country.
- **It has been shown that value for money is ensured with the MAP methodology.** A reasonable investment was needed although some budget lines were too limited (training, missions, national coordinator).
- **The project relied on a very competent national coordinator, with technical strength from a labour specialist who led MAP at the beginning, administrative backup from ILO Brazil and strategic support and leadership of the ILO Director.**
- This group of professionals **articulated the MAP methodology, processes and procedures as well as outputs and results to national and sub-national agencies and resulted in a greater understanding of DW.** In addition **well conceived dissemination and training strategies** differentiating two target groups (the research community on the one hand, and the constituents, on the other), and the use of other instruments, such as publications, **have fostered positive results.**
- **Furthermore, MAP and the constituents have introduced innovative elements in the DWC profiles** (e.g. regional and state level approach; sex and race disaggregation and additional indicators for sustainable businesses and to the dimension of combining work, family and personal life).
- The dissemination and use of **DW as an integrated policy tool and its measurement at sub-national level (regions, states and municipalities) is to be highlighted.**
- **The favourable political context, the institutionalisation of social dialogue and the further innovation in its participation structures** (e.g. the recent National Conference included the expanded social dialogue with participation of civil society) **the motivation of key stakeholders, and alliances with IBGE, IPEA and FONSET make the Brazilian MAP a remarkable experience for learning purposes.**

- **The MAP in Brazil can be used as an example on how to measure DW progress at different levels in a federal country.**
- In this context, **there is potential to make further progress and consolidate efforts in two strategic dimensions, the 'regionalisation' and the 'internationalisation' of the Brazilian MAP.**
- **The process of the development of state and municipal DW agendas shows a high development potential**, especially after the publication of the second DWC profile and of the municipal DWI, to be launched soon. In the decentralisation of DW agendas, one important lesson has been the set up of priorities in terms of DW dimensions - for example Mato Grosso has focused its agenda on three dimensions, occupational health and safety, forced and child labour.
- The internationalisation of DW methodology from the Brazilian experience should be concerned with knowledge exchange on DW measurement in other countries that are also developing DWC programmes. Not only Latin American countries but also other global regions are confronting similar challenges.
- **Specific elements from the MAP in Brazil can be of interest for other countries**, for example, the decentralisation of DW agendas, or the set up and update of minimum salaries
- There are other key issues that might be of interest and also concern Brazil, for example, the weakness of the Ministries of Labour in the context of their respective governments. **Brazil, despite social dialogue limitations and some challenges, has shown their political commitment and capacity to integrate innovative elements.**
- Therefore, **it could be valuable to promote learning from the experience of Brazil, especially regarding the participatory instruments**, such as the Conferences, foreseen in the Constitution of the country.
- MAP Brazil has other challenges regarding the measurement of DW. Concerning the improvement of the methodology, **MAP is articulating with IPEA the idea to develop qualitative indicators of DW.**
- The consolidation of **DW agendas at sub-national level is still an incipient process.**
- **The MAP project in Brazil underlines the importance of training the users of DWI for policy analysis, formulation and monitoring and evaluation.** Policy makers and implementation agencies need to be strengthened in terms of technical capacities. The further close cooperation with relevant users, such as the Ministry of Social Development, states and municipalities might be strategic as well.

- **ILO can make use of the high potential of Brazil for learning and piloting initiatives related to DW measurement and the further use of DW indicators.** The degree of innovation in the DWC profiles, the policy progress at national and sub-national levels in the country, and now the inclusion of the civil society in the tripartite social dialogue reinforce this impression.

4. RECOMMENDATIONS

1. Sustainability strategy of MAP Brazil: Ensure the continuation of MAP.

The elaboration of a sustainability strategy is key to ensure the continuation of MAP initiated processes until a potential second phase is conceived. The Laboratory of ideas and learning elements being promoted by MAP Brazil should be supported.

The mobilisation of technical cooperation resources would be a key step to capitalize on all the effort to date. The continuation of the national coordinator who represents the institutional memory of the project, should be part of the sustainability strategy.

2. Capitalisation of Brazilian MAP results.

The Brazilian learning experience offers many elements other countries (not only Latin American countries, but also other regions) can learn from. The support of South-South cooperation schemes, the informal exchange of information or the ILO regular information channels can be ways of accomplishing this.

Some of the elements of MAP could be systematically implemented regularly and this would be very useful, such as the decentralisation of the DW agendas or the civil society participation in the social dialogue. This could be arranged as part of an internal ILO review or with technical cooperation funds of complementary projects.

22

3. MAP second phase in Brazil: Innovation Laboratory Measuring DW: Support a Second Phase of the MAP initiative

With emphasis on all innovative elements of the first phase, a potential second phase of MAP in Brazil should further promote and consolidate the MAP approach to measure DW at sub-national level, i.e. of regional, state and municipal levels and the continuation of extended social dialogue.

The development of qualitative indicators is a positive strategic step in the DW measurement.

A focus on the training of DWI users, not only researchers, but also policy makers and implementers, from the different administration levels, might also be of interest.

In terms of strategy development, the selection of states or municipalities with existing DW agendas can be an appropriate criterion. As potential key user of DWI is the Ministry of Social Development, and thus it could be interesting to engage it in the MAP process. For large –scale training, cooperation alliances might be explored with universities or research institutions.

Taking this into account the financial resources of a potential second phase should consider the importance of having a national coordinator, a larger financial allocation for missions (Brazil's dimension is exceptional) and for training. Having resources for external collaborators who supported IBGE has been positive during the first phase.

The potential design should promote the participation of ILO Brazil to ensure national specificities and the proposed implementation structure could integrate a more decentralised governance structure.

4. Strategic thinking: Integrating DW Measurement into ILO strategy in Brazil & DW measurement with MAP approach as part of the regular budget of ILO Brazil

Because the political context in Brazil as well as the other factors mentioned at institutional level regarding DW and social dialogue, ILO might explore the possibility of assigning regular financial resources for the measurement of DW. The degree of institutionalisation of the process in the country would justify such a step. MAP in Brazil has shown that progress on DW and its measurement is a long-term process that needs continuous follow-up. Therefore, the inclusion of MAP in the regular ILO Brazil portfolio of labour market activities would provide coherence.

5. Improving articulation of MAP for EU strategy in Brazil

23

The EU has an important number of projects on DW related issues. In order to promote synergies with some of them, the articulation of the MAP results would be positive. For a potential new phase, a reinforced strategy of communication between EU HQ and the EU Delegation on MAP is recommended, in order to identify and promote synergies and ensure a better articulation for EU global priorities such its commitment on DW and ILO's agenda.

MAP Final Independent Evaluation

COUNTRY REPORT

CAMBODIA

1. ACTIVITIES IMPLEMENTED

In Cambodia activities were generally implemented in line with the project Action Plan

1. Prepare background country studies

Since Cambodia entered the programme late it was decided that a National Background Study would not be undertaken.

2. Carry out detailed analytical country studies

The decent Work Country profile was produced in 2011. The composition of the DWCP is in line with the project design requirements. It covers the ten substantive elements corresponding to the four strategic pillars of the Decent Work Agenda.

3. Hold national consultation workshops to identify Decent Work Indicators

A Tripartite Consultation Workshop on Measuring Decent Work in Cambodia was held in May 2011. Recognising the importance for Cambodia to remain focused on economic growth while maintaining the importance of equitable distribution, the challenge was originally both the understanding of the conceptualization of decent work, and its implementation and a lack of stakeholder commitment to monitoring decent work. The workshop added to the process of improved coordination between national agencies and the prospects for adequate monitoring of DW in Cambodia. **A clear table of selected Summary Indicators was agreed; coded and suitably listed under each of the Elements of the Decent Work Agenda with Indicator definitions**

1

4. Support NSOs or other relevant institutions in collecting better statistics

A Technical Assistance and Capacity Building Workshop on data Analysis for Monitoring Progress towards Decent Work was delivered by the ILO Integration and Statistics Departments in June 2011. The workshop was well attended with appropriate representatives from involved government agencies, workers and employer organisations and ILO and EC staff.

The technical assistance needs were clear and well defined. **Training was appropriate and the workshop added to the process of improved coordination between national agencies and the prospects for adequate monitoring of DW in Cambodia.**

Furthermore, the MAP project has supported the NIS to conduct a **combined Labour force and National child labour survey in 2012**, in collaboration with ILO STATISTICS department and ILO IPEC/SIMPOC, to improve data availability and produce reliable and regular statistics on decent work and to strengthen national capacities to use and apply international statistical standards in its household surveys.

5. *Hold national social dialogue meetings to disseminate results of country studies.*

6. *Publish & launch country studies*

A Tripartite National Launch Event of the Cambodia Decent Work Country Profile was held in July 2012

Key principles by which the ILO's 2008 guidance on measuring decent work was devised were presented and members of the press were present. Also discussed were suggestions regarding the future of the measurement of DW.

2. EVALUATION CRITERIA

1. Effectiveness

Result 1. Statistics are produced and analysed in line with national decent work strategies and ILO DWCP

The technical capacity of the National Institute for Statistics (NIS) and the Ministry of Labour and Vocational Training have undoubtedly been strengthened for data collection, compilation, and analysis (building on an already high standard of technical competence in the case of the NIS) for each of the Elements of the DW Agenda (Employment Opportunities; Social Protection; Social Dialogue, Workers and Employers' representation; Fundamental Principles and Rights at Work.

Coordination and Social Dialogue has been improved through participatory processes between government agencies; workers organisations and employer's organisations. This is a notable achievement in Cambodia and in line with the considerable progress in the country regarding the openness of consultation and the willingness to evaluate progress based on information exchange.

ILO cooperation in the Ministry of Labour and NIS is highly appreciated – there is a good relationship between ILO and stakeholders and appreciation of the technical expertise and cooperative ambience between the ILO office and stakeholders contributed a great deal to successful (if delayed) implementation of activities. NIS conducts Socio-economic surveys every year (small sample size) and every 5 years a larger survey is undertaken (larger sample size) – these can contribute to further DWCP. **Technical capacity has also been strengthened through implementation of an LFS, assisted by the ILO**

3

The DWCP was prepared by a national Consultant with the Ministry of Labour and NIS and this worked well. **At the Tripartite Consultation Workshop on Measuring Decent Work a selected set of DW Indicators was agreed and aligned to each of the Elements of the Decent Work Agenda.**

Legal Indicators have been established with improvements to legislation to further the DW Agenda corresponding to each of the main statistical Indicators. Arbitration procedures for settling disputes have been improved through the Labour Arbitration Council, which received funding and training from the ILO. From 2015 national budgets might be available. A Statistics Decree exists for producing statistics and sub decrees for each Line Ministry.

Data analysis and report production requires further strengthening in the Ministry of Labour in particular **and additional funds are required if the measurement of DW is to be further improved.** The Ministry of Labour and Vocational Training collects administrative data at sub national level, with upward transmission to national level, **however apparently there are capacity and resource constraints that hinder**

improvements and the alignment of indicators to the global DW agenda and the MAP project. It is understood that this system requires further strengthening in particular the technical capacity of the Ministry. This is an important issue as development planning and policy formulation under the decentralised system is being mandated to agencies **at sub national level. This aspect of DW measurement needs to be explored further.** The more that this internal system includes DW indicators the better the measurement of DW will become and administrative records can add further to DW monitoring.

All census surveys are supported with Donor funding and further ILO assistance is probably required. Legal reviews by the Ministry of Labour still require ILO assistance e.g. the Trade Union legal provision; compliance of Cambodia regulations with International Law; and Ministerial regulations in general – **although ILO has already given assistance** in this regard. The local perspective is not yet fully taken into account by ILO according to stakeholders. Inspection and Enforcement are still not sufficiently strong. A change in mind set is still required in Ministries involved with DW. Human capacity is still a challenge. Some indicators are still difficult to obtain. Universities lack skills.

The production of the DWC Profile enhanced the capacity of all agencies to cooperatively collect, analyse and present data on DW, although weaknesses still exist in data analysis in particular. A comprehensive presentation of the political, developmental, demographic and socio-economic analysis was made. Detailed Indicators on all of the elements of the DW were presented in time series and interpreted to provide informative text. The timeframe for data collection and analysis varied by indicator, nonetheless a degree of time series analysis was possible to start the analysis of trends. This makes it more likely that policy can be influenced in Cambodia, provided there is follow-up in producing future profiles.

4

The main results of the national study are used in policy analysis, and used as a reference in the Cambodia DW Country Program, which is extensive and within which DW is a guiding principle.

Result 2. Government, social partners (employers and workers representatives) and other stakeholders are more aware of the dimensions and the level of DW in the country, their capacity to carry out research related to DW has increased, and ownership of the concept of DW has increased

The MAP project has contributed to a greater understanding of the realisation of Decent Work as a contribution to social justice. Over time it is likely to assist in reducing poverty and income equality in Cambodia, although there is still much room for improvement in aspects such as social security networks, pensions and the like. The outputs of the project are partly aligned with development policy as reflected in development plans and the political establishment is aware of issues and trends to an extent, although different opinions were expressed on this point by different agencies.

This awareness needs to be translated into further action led by Line Ministries; the Ministry of Planning and the four Councils established to oversee and manage development in Cambodia, such as the Council for Agricultural and Rural Development (CARD). The Ministry most responsible for producing future Country Profiles is the Ministry of Labour and Vocational Training. Whilst this Ministry is preparing annual Reports it is not clear to what extent these capture the DW indicators of the MAP DWCP and the link between DW and poverty alleviation and income effects has not been analysed in any depth. The socio-economic benefits of the measurement of DW over time will not be fully realised until such analysis is undertaken and this will act as a brake on the future achievement of the overall objective. Moreover there is no analysis of the link between DW and other labour market aspects such as unemployment levels.

5

The MAP project in Cambodia has undoubtedly contributed to support the decent work agenda and the capacity of Cambodia to self-monitor and self-assess progress towards DW has been strengthened to an extent – however there is limited commitment to continuity of the process, partly because of a lack of resources. The identification of indicators in line with the DW global indicators (with adjustments as required by practical considerations) and the preparation of a DWCP based on these indicators with time series analysis has provided a sound model for future replication.

For many years the ILO office in Cambodia has implemented a range of complementary programmes in Cambodia such as the establishment of the Labour Arbitration Council and synergies exist between the different programmes. Another ILO project example is the project dealing with the textile and garment industry, the largest employer of labour in the country.

However, a further strengthening of capacity is required over time for Cambodia to be fully on the road to not only the measurement of DW, but very importantly the use of reports to influence policy and development planning. Whilst the Ministry of Labour and Vocational Training is producing annual reports with similarities to the DWCP no follow-up exercise has been undertaken to establish the complete alignment of the indicators with the first DWCP produced by the MAP project. In addition further

training in analysis is required, particularly the Ministry of labour. This is particularly relevant regarding trend analysis and feedback to policy makers.

An issue regarding report production and ownership has been the production of MAP reports with only the ILO logo on the cover. The absence of a Cambodia national emblem has detracted from ownership. **The production of sub national Profiles would further assist in the realisation of the ability of Cambodia to self monitor and self assess progress in DW. This is a challenge though, because resource constraints are still considerable.**

It is not clear the extent to which awareness among *external* stakeholders, including politicians and the public at large has been improved.

Ownership of the MAP project processes and outputs by relevant stakeholders in Cambodia is not complete. Although it is understood that the **political establishment is more aware** of the need for the measurement of DW **it is not clear that the process and need have been fully endorsed at this level.** It is clear that various government organisations have numerous discussions on DW and socio-economic developments and this process was reinforced under the MAP Project.

The DWCP has not been fully integrated into national planning or the Statistics Master Plan. The Statistical Law (prepared by the Australian Bureau of Statistics) for NIS, still has no accompanying Law for the provision of a budget. The role of the Ministry of Planning and the process for obtaining funds is not clear – reliance on donor funding continues. Each Line Ministry has a Monitoring Information System – but these are not integrated into an overall Development Plan - although movement towards this is underway. The Consumer Price Index (CPI) produced by NIS is not used for wage negotiations –the Ministry of Social Affairs carries out their own survey – this is an unusual process not used in many countries – most countries align wages to CPI data. GDP data prepared by the NIS is comprehensive and could be interpreted to provide information on labour market conditions.

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

Progress has been made in measuring DW in Cambodia. The initial investment in the MAP project requires follow-through to build on this progress, which otherwise might stall. The full commitment of policy makers is required to ensure continuation of progress and funding and staffing issues is a constraint in a country still recovering from a very low base of economic development.

The integration of the MAP outputs into national management information systems is far from being achieved and the need to ensure that the system in Cambodia is in line with global methodology needs to be reemphasised, with DWCP produced on an annual basis or on a bi-annual basis to allow for time series analysis.

Actors are demanding action on DW. The MAP DWCP has been used as an input into the overall M&E System in Cambodia, however improvement to information dissemination is required. MAP needs to meet the policy decision making needs at Provincial level following the decentralisation structure started some 10 years ago. MAP also needs to be analysed to show where it sits in relation to the National Statistical System in Cambodia¹. **The MAP project timeframe was too short** (Cambodia was included only in 2010) **to have a full impact.**

2. Efficiency

7

The Project was well organised and responsibilities between the ILO office in Bangkok and the ILO office in Cambodia were clear. The project was managed by the ILO Office in Bangkok, assisted by the ILO office in Cambodia. **Clearly the ILO in Bangkok had both the technical skills and experience in working with involved stakeholders (government agencies) to ensure a high standard of implementation.** This experience is significant and thoroughly professional and substantial assistance has also been given to non MAP countries in Asia. Moreover the Bangkok office staff have been involved in other geographical areas such as Southern Africa, increasing the chances of standardisation of methodology.

The standard of management of the ILO office in both offices is high and based on substantial prior experience with many projects and ongoing successful collaboration with government and other key stakeholder groups across the range of the DW Country programme projects. The ILO office in Thailand has an immense amount of experience in DW.

The project was implemented in close consultation with all relevant ILO Departments, country-offices, sub-regional offices and/or regional offices, as well as in cooperation

¹ Annual Report 2011 – The National Statistical System in Cambodia - Prepared by the National Institute of Statistics Ministry of Planning

with the EU Delegation. Coordination with National Partners was a strong element of the collaborative process: Coordination with development partners was also satisfactory and clearly the ILO office has sound working relationships and information dissemination. The ILO maintained good relations with Governments, Employers' and Workers' organizations. The various stakeholder groups in Cambodia participated in all relevant activities, with sufficient representation.

Technical assistance for the Ministry of Labour and the National Institute of Statistics (NIS) was managed adequately. The administration of the contract to an external consultant to assist in the preparation of the DWCP was satisfactory. Minor delays in implementation did not impact the success of implementation or outputs, even though the response time from participating agencies was slow at times.

There were no major budgeting issues. Financial Management, Contribution Agreement and Grant Contract Rules and procedures were followed. Disbursements were mainly on schedule (delayed where the activity was delayed).

3. Relevance

The MAP project remains totally relevant with many labour market issues still to be resolved with an ongoing need to monitor progress. For example the minimum wage is still very low and the relationship between the minimum wage and the feasibility of increases is not clearly articulated and perhaps not even well understood.

8

The context for the implementation of the Cambodia Decent Work Country Programme 20011-2015 (DWCP) and the MAP Project over the period 2010 to 2013 was **relatively favourable** with very positive political, social and economic developments over the last few years. The economy of Cambodia has grown at very high rates, even exceeding 7 % per annum and unemployment is exceptionally low. On the one hand this possibly leads to less incentive to participate in the DW agenda although there remains a very high degree of income inequality. **The improvement to the "enabling environment" was a significant factor in the successful implementation of the MAP project, although formidable challenges lie ahead.**

It has been recognised that the MAP project is part of a wider mandate and a process that will evolve over time, particularly regarding the ILO initiative to improve the employment market through policy changes. **Needs will change in the future and the production of sub national DW profiles needs to be considered as the policy of decentralisation takes hold. The ILO offices in Bangkok and Cambodia are very well aware that momentum needs to be strengthened in the measurement of DW in the country.**

Much of the working population is in the informal sector with vulnerability to low wages, long hours, and insufficient respect for decent working conditions and fundamental rights. **There is little social protection and women are disadvantaged.** On the other hand labour standards are high in the garment industry. National

Development Plans include: i) The Rectangular Strategy for Growth, Employment, Equity and Efficiency (RS) with an overarching socio-economic agenda; and ii) The National Strategic Development Plan (NSDP) which is the key medium term national development plan developed by the Ministry of Planning and other agencies emphasising growth, employment, equity and efficiency, The principles of the development plans incorporate DW .

Against this background the measurement of DW is critical to establishing a baseline and monitoring progress in DW. The overall ILO DW programme is based on: i) Improving Industrial Relations and Rights at Work; ii) Promoting and enabling environment for decent employment growth, with a particular focus on young people; and iii) Improving and Expanding Social protection. The strategy of employing social dialogue in addressing these priorities has also been employed under the MAP project and was particularly important in the context of consultation needs to address all aspects of DW including its measurement.

The DWCP is founded and aligned with key policy frameworks of the ILO, the UN System, and the Cambodia Government in relation to the ILO's DWCP and the United Nations system in Cambodia.

The project is coherent with other donor's initiatives and synergies and avoidance of overlap are clear: The overall ILO country programme is clearly complementary to the MAP project and preceding projects and initiatives have strengthened the enabling environment for the measurement of DW. Given the nature of ongoing consultations with the government and other donors there is little possibility of overlap. Potential synergies are clear, particularly as the MAP project intent is to measure overall national progress in DW which in turn is impacted by the various other initiatives.

9

4. Impacts

The MAP Project has generated significant impacts in Cambodia:

- Overall the impact of the project on government agencies has been considerable, resulting in **improved technical capacity, coordination, increased social dialogue, and to some extent strengthening of policy formulation.**
- **The Country profile has provided a comprehensive model for the measurement of DW**, with a reasonably high standard of analysis and presentation – government agencies have a suitable model to follow.
- Improvements to **local ownership have been partly accomplished** with some recognition of the DW Agenda and the need for measurement to track progress.
- **The Government agencies are more aware of DW** and the need for measurement.

- Reports from the Ministry of Labour **are discussed and taken into account in national planning.**
- Under the Ministry of Labour Trialling Boards and a Council of Ministers **oversee DW developments and greater use of DWCP can be explained to them.**
- **NIS produces Socio-economic surveys**, Job Trends and Annual Reports on the National Statistical System in Cambodia every year **including some DW indicators** – discussions are held every year with the Ministry of Planning.
- NIS is under the Ministry of Planning and therefore the **institutional linkage for using data and reports is theoretically strong.**
- **The enabling environment for implementing DW** and the institutional and legal mechanisms **has been strengthened partly as a result of the MAP Project:**
 - The Ministry of Social Affairs is playing a key role in promoting DW.
 - A Wages Committee reviews wages every year (consisting of government agencies, workers and employers organisations) – this has been strengthened under the Interim Government.
 - A national Social Fund has been started with a 1.5 % contribution by workers and a 0.3 % contribution by the government to provide a National Safety network.
 - A Health Insurance Plan will start in 2014 with trained staff and an MIS system set up – Government agencies have discussion on families in addition to individuals and the informal sector.
 - A Pension Fund is to be introduced in the future.
 - Under the Ministry of Labour a very professional Labour Assistance Department has been in operation for three years identifying work opportunities, disseminating information and assisting workers to find employment.
- The **understanding of DW and its measurement** among workers organisations has been considerably enhanced with increased advocacy capacity and participation of workers organisations in tripartite forums on most aspects of DW. Workers organisations are active in terms of advocacy and issues such as the minimum wage
- **For employers organisations the main impact is similar to that of workers organisations.** The full use of results of the DWCP has not been accomplished by all private sector operators, since the growth of GDP, competitiveness and the need to remain profitable all influence the ability of business to incorporate such aspects as minimum wages and social benefits into their business plans. Full impact and

ownership depends on the regular implementation of the DW Agenda and the measurement of DW on a continuous basis

5. Sustainability

There are real doubts about the sustainability of the MAP project in Cambodia, mainly based on a lack of sense of ownership; insufficient resources; the degree of commitment of the political establishment to measuring DW according to the MAP model indicators is not clear; and technical issues remain in the Ministry of Labour and Vocational Training.

The MAP project has had a major beneficial impact on technical capacity regarding data collection/analysis/report production. Since NIS already had considerable capacity **technical sustainability is likely.**

Regarding the Ministry of Labour further strengthening may be required, particularly with regard to analysis and report production. The Ministry administrative data base requires further strengthening in the future to become fully effective in supplying data particularly at sub national level. Specialist studies are required for a better understanding of relationships between indicators e.g. income and GDP; income and corporate profitability etc.

The MAP project has obviously had a substantial impact on tripartite coordination and cooperation between government agencies and other stakeholders. **The capacity of all institutions has been increased – although from a technical point of view further ILO assistance is required.** In addition the fully functional Labour Arbitration Council established initially with ILO assistance is of prime importance in the functioning of the labour market. **Weaknesses include limited resources of NIS and the Ministry of Labour; overlapping reports** produced by different Government agencies; and the **Provincial level needs additional capacity building** in order to fulfil its mandate.

A degree of policy sustainability can be expected as the commitment of the Ministry of Labour and Vocational Training and NIS to measurement of DW has at least been partly achieved. There is increased awareness of DW and its measurement by policy making bodies for example the Ministry of Planning and Line Ministries.

The extent to which incorporation of the DW Agenda (and its measurement) in medium term development plans has taken place is still questionable. However, in Cambodia there is a good understanding of the conceptualisation and the dynamics of the labour market and certainly the country intends to implement plans for additional measurement as discussed by the Consultant with CARD.

Nonetheless, there is still a **question mark concerning full commitment of government policy making bodies** – remarks along these lines were made during discussions although there remains a strong perception that in fact DW is understood and acknowledged by policy makers. There is a between data supply and data demand and usage, particularly with policy makers and there is a lack of definition of

responsibilities for planning and implementing future DWCP. Overall planning is not sophisticated and requires strengthening. **With an official unemployment rate of 1.6 % interest in policy formulation is not as high as it might otherwise be.** The full commitment of quality of work improvements by policy makers is still questionable.

NIS and the Ministry of Labour and Vocational training do not have sufficient funds to repeat the MAP DWCP (or any DWRP that may be considered). There is insufficient priority given to DW measurement by policy makers, partly because of a still limited total budget and job creation is seen as a higher priority. A plan for DWCP (and possibly DWRP) production needs to be formulated with an accompanying budget to ensure financial sustainability.

3. CONCLUSIONS

1. **The MAP project is relevant and will remain particularly relevant in Cambodia** as the economy has a long way to go before reaching acceptable levels of per capita income. There is no doubt about relevance in a country still emerging (quickly) from past circumstances and lack of development
2. **The MAP project has been efficiently implemented** despite a late point of entry after the withdrawal of Vietnam **and has achieved all of the immediate anticipated outputs and outcomes.**
3. **Understanding of DW, the measurement of DW and the role of the MAP project is fairly well understood and greater awareness have been achieved,** although there is still much work to be done in this regard.
4. **The tripartite approach has been a major strength** of the project resulting in stronger collaboration and cooperation amongst Cambodian organisations, both government and non government. This point was made by most organisations interviewed
5. **The DWCP is of a high standard,** in line with global definitions and standards and has strengthened the global approach to the measurement of DW. It could be improved further though, particularly with regard to social indicators
6. **The achievements have been the result of two main factors: i) Although there is a long way to go in Cambodia there have been significant improvements to the “enabling environment”- political, social, economic); and ii) the technical competence and high standard of management of the ILO office in Bangkok and Cambodia,** allied to the good working relationships that already existed between the ILO and Cambodian agencies through many years of labour related projects; and building these relationships further. After the conclusion of the MAP project ongoing discussions and partnership building have continued by the ILO office in Cambodia, based on well founded accomplishments on several ILO supported projects.
7. **A greater focus on data and report use and local ownership** is needed with a more thorough **understanding and mapping existing MIS** to determine how the MAP project is aligned with these MIS
8. This was not done at the beginning of the project due to time limitations because of the late entry of Cambodia. The result has been a **partial sense of lack of ownership** and use of data and limited discussion on the future compilation of DWCP.
9. Government agencies are carrying out regular socio-economic surveys, **but exactly how these are aligned to the MAP DWCP model is not clear.**

10. **The assistance given to the NIS in conducting LFS will have added considerably to technical knowledge**, notwithstanding the fact that the NIS was fairly proficient in data collection prior to the start of the project.
11. **Effectiveness and Sustainability are not ensured** unless the Cambodian Government continues to measure DW in line with international standards.
12. **The compilation of Country Profiles on an ongoing basis is required and it is not clear that this has been agreed or will be achieved.**
13. It is not clear what degree of policy commitment there is in Cambodia **to establish a more robust monitoring system incorporating DW indicators** and adjusting policy in line with the time series profiles that are produced. In this regard it is essential that another Country profile is prepared supported by the ILO
14. **It is not clear how additional resources will be allocated** to the preparation of Country Profiles in the future.
15. There is insufficient evidence that the DWCP is replicable in view of **only a partial sense of local ownership** and government agency resource constraints. The NIS does not have finance to carry out all of its activities and certainly not to produce DWCP in time series - the Ministry of labour is short of resources, including skilled staff, equipment and budget.
16. **The use of data at provincial level is insufficient to inform strategy and policy. In depth technical studies** on the different components of DW **is lacking** e.g. the relationship of DW with growth in GDP and incomes.
17. **NIS data is insufficiently detailed and insufficient in terms of social issues. Further assistance is required for comprehensive legal formulation** (Ministry of Labour and Vocational Training).
18. The Ministry of Planning and the political institutions have to fully endorse the DW agenda and the measurement of DW. **Further motivation in all agencies at all levels is required** to ensure that further progress is made.

4. RECOMMENDATIONS

In Cambodia, whilst progress has been made on the main in measuring decent work as a result of the MAP project it cannot be concluded that this progress wil continue without further ILO support. The production of the major MAP DWCP product only once does not appear to have convinced authorities or the political establishment of the need for follow up products. The effectiveness of the project and sustainability are both questionable, without follow-up action. There are queries regarding the question of ownership and the intent of the Cambodian authorities to continue to produce DWCP profiles based on the MAP example. In addition technical capacity in the Ministry of Labour and Vocational Training; and resource constraints remain. The question of funding is perhaps the major constraint and it is likely that discussions with donor agencies including the EC are vital.

1. **The design and implementation of a follow-up MAP project is recommended.** Cambodia is producing socio-economic surveys on a regular basis and has existing MIS. The extent to which these surveys (and other MIS data and reports) used to inform policy makers is in line with the MAP indicators and the quality of trend analysis needs further investigation and research. In addition **the decentralisation policy of Cambodia needs to be taken into account. Following the example of Indonesia Provincial level DW profiles probably need to be prepared as policy making at sub national level is important regarding development planning.**
2. **We recommend ILO to promote and coordinate the elaboration of a ten year National Action Plan on Monitoring Decent Work,** based on discussion with the ILO Regional Office in Thailand and ILO HQ, but especially on a participatory national consultation with all key stakeholders and with the support of the relevant ILO experts. The Plan should probably be coordinated by The Ministry of Labour and Vocational Training. The National Action Plan could include the following recommendations as shown hereunder:
3. **Particular attention will need to be paid to funding,** since this is the major constraint to the measurement of DW in Cambodia. All development partners should be consulted.
4. **The following definitions are required for a MAP II Project** (based on the ILO funded 2011 DWCP adjusted as necessary) to produce an effective and usable product for influencing policy and economic development:

- Definition of DW in line with the ILO definition
- The objectives

- The responsibilities and Coordination Mechanisms
 - DW indicators may need to be defined again in line with capacity and needs
 - The data sources
 - The outputs and level of analysis
 - Report requirements (to make sure the DWCP is understood and usable by all stakeholders (Government agencies; Employers Organisations and their members; Workers Organisations and their members; Academia; Regional Integration Organisations such as ASEAN)
 - Methodology for incorporating DWCP conclusions and recommendations into national and regional policy making
5. **Strengthening the local ILO staff with a “full-time MAP focal point”** would be extremely useful and advisable.
6. **Commission a Research Study on Current Reports and MIS produced and used in CAMBODIA** that include DW measurement. This would probably need to be funded by ILO and its development partners. It can be carried out with a limited timeframe and should not be expensive.

It should include the systems, processes, indicators, reports and use of the various reports in the different MIS that have existed in Cambodia for some time. A matrix should be produced as part of this study to show which agency is responsible for managing the MIS, data sources, indicators used, the reporting system and use of the data.

16

The MIS should be compared to the MAP DWCP to establish similarities and differences and data gaps. Further, the Study should show how a single MIS on DW can be used through consolidation of existing MIS data to produce one DWCP that is usable by different agencies with an interest in the DW Agenda. The study should take into account sub national MIS.

7. **Awareness raising and a lobbying capacity are needed in order to influence Government to instruct relevant agencies to produce DWCP each year.** In this regard the preparation of a comprehensive awareness campaign is required setting out the objectives; the target groups and their needs; media to be used; activities; dissemination channels; content and costs. The process for preparing the campaign should be consultative to gain a full understanding of specific gaps in knowledge and weaknesses in perception of different target groups including policy makers and the public at large. During implementation scheduled events and dissemination of information should be programmed

8. **Ensure that regular tripartite plus meetings** are carried out regarding the implementation of decent work in Cambodia with the lead of the Ministry of Labour and Vocational Training (or the National Planning Agency)
9. **With ILO assistance prepare a second DWCP** to provide all concerned with comparative data on the developments that have occurred between the first and second DWCP (and trends) to show how DWCP can be used for policy making. This is most important within the socio-economic context of Cambodia and stage of political maturity
10. **With ILO assistance consider preparing one or two sub national Provincial level DWRP to provide all concerned at this level with information for policy making and development planning**
11. **Implement the DWCP each year**
12. **Train all concerned agencies in data analysis and use**, particularly trend analysis, with separate workshops for the different stakeholder groups, including the tripartite constituents and Non State Actors (NSA) other than employers and workers representative organisations.

MAP Final Independent Evaluation

COUNTRY REPORT

INDONESIA

1. ACTIVITIES IMPLEMENTED

1. Prepare background country studies

The **National Background Study produced in 2010** clearly established the status of DW and the baseline for further activities. The outcome was a **high quality national background study that was disseminated to national partners**. It is clear that a participative approach has been used in Indonesia with regular tripartite consultative meetings facilitating a forum for the tripartite partners to share their needs and concerns, identify common priorities as well as review the DWCP. This is important in terms of local ownership.

The Study adequately presented the country context for the Decent Work Agenda; the framework for management of the programme; country programme priorities; indications on the degree of advancement of the implementation of the programme; technical cooperation projects related to decent work (ILO and EC); existing data sources and DW indicators; and a synopsis and conclusions on key issues including capacity building and awareness raising needs.

2. Carry out detailed analytical country studies

The **Indonesia Decent Work Country profile was published in 2011**. The composition of the DW Country Profile is in line with the project design requirements. It covers the ten substantive elements corresponding to the four strategic pillars of the Decent Work Agenda. The production of the Profile added considerably to the capacity of all agencies to cooperatively collect, analyse and present data on DW. A comprehensive presentation of the political, developmental, demographic and socio-economic analysis was made. Detailed Indicators on all of the elements of the DW were presented in time series (generally from 1996 to 2010) and interpreted to provide informative text. The long timeframe for data collection and analysis is a distinct advantage in terms of the use of the data for establishing not only absolute data, but also trends with a reasonable level of robustness. This makes it more likely that policy can be influenced in Indonesia.

1

3. Hold national consultation workshops to identify Decent Work Indicators

A **Tripartite Consultation Workshop on Measuring Decent Work in Indonesia was held in March 2010**. The workshop added to the process of improved coordination between national agencies and the prospects for adequate monitoring of DW in Indonesia. A clear table of selected Summary Indicators was agreed; coded and suitably listed under each of the Elements of the Decent Work Agenda.

4. Support NSOs or other relevant institutions in collecting better statistics

A regional Technical Assistance and Capacity Building Workshop on data Analysis for Monitoring Progress towards Decent Work was delivered by the ILO Integration and Statistics Departments in June 2011. The workshop was well attended with appropriate representatives from involved government agencies, workers and employer organisations from Indonesia and ILO and EC staff.

The technical assistance needs were well defined and **training was appropriate. The objective was to improve the quality of human resources by providing a relatively advanced level of practical training on data analysis. This needs to be followed up in terms of data analysis (see section on recommendations)**

The 2012 National Labour Force Survey, was supported by the MAP Project and was used in updating the Ministry of Manpower and Migration's Annual reports.

5. Hold national social dialogue meetings to disseminate results of country studies

A Tripartite Validation Workshop of the Indonesia Decent Work Country Profile was hold in 2011. Main findings; recommendations; and areas of improvement in data collection, use of the information, responsibilities, and coordination were discussed. The workshop was well attended with appropriate representatives from involved government agencies, workers and employer organisations and ILO and EC staff.

2

6. Publish & launch country studies

A Tripartite National Launch Event of the Indonesia Decent Work Country Profile was celebrated in May 2012. Key principles by which the ILO's 2008 guidance on measuring decent work was devised were outlined. Members of the press were present. The event raised important suggestions regarding the future measurement of DW: The raising of issues was detailed and important for placing the Profile in context

2. EVALUATION CRITERIA

1. Effectiveness

Result 1. Statistics are produced and analysed in line with national decent work strategies and ILO DWCP

At the Tripartite Consultation Workshop on Measuring Decent Work in Indonesia a **clear table of selected Summary Indicators was agreed; coded and suitably listed** under each of the Elements of the Decent Work Agenda.

The technical capacity of the National Statistics Office and the Ministry of Manpower and Transmigration (MOMT) have undoubtedly been strengthened for data collection, compilation, and analysis - building on an already high standard of technical competence for measuring each of the Elements of the DW Agenda (Employment Opportunities; Social Protection; Social Dialogue, Workers and Employers' representation; Fundamental Principles and Rights at Work) and the 18 main indicators. Legal Indicators have been established corresponding to each of the main statistical Indicators. **Coordination has been improved through participatory processes between government agencies; workers organisations and employer's organisations.**

Statistics and DWI are collected without major problems, except when it comes to administrative sources where data aggregation, and use is limited. On the other hand, the decentralized structure of the country is needed to be taken into account when developing Decent Work Indicators.

3

At the Meeting on Measuring and Monitoring Decent Work: Lessons learnt from MAP countries celebrated in April 2013 Indonesia announced that the quarterly LFS survey will be possibly be changed to a monthly survey, from 2014 to allow for more frequent data on decent work.

Whilst data analysis and report production requires further strengthening in MOMT it is clear that the Badan Pusat Statistik (Indonesia national statistics office) and the University of Indonesia (and other universities) are already fully equipped technically to collect and analyse data. Moreover BPS has the financial resources to continue to collect data over time.

MOMT collects administrative data at Kabupaten level (Regency) and to an extent at Kecamatan level (District) with upward transmission to national level, and has a comprehensive data base containing many socio-economic DW indicators. It also has an operational IT system in place for data compilation and aggregation. **It is understood however that this system requires further strengthening in particular the technical capacity below national level.** This is an important issue as development planning and policy formulation under the decentralised system is mandated to agencies at provincial, major city and regional levels. This aspect of DW measurement

needs to be strengthened further. The more that this internal MOMT system includes suitable DW indicators the better the measurement of DW will become and administrative records can then add further to DW monitoring.

In line with the policy of decentralisation in Indonesia and complementing the national DWCP, **the MAP project has produced three DW Regional Profiles**. It is not widely known even by Indonesians themselves that comprehensive Socio-economic Reports have been produced at provincial level and **these provide a firm foundation for the identification of indicators for the measurement of DW**.

The EU Delegation in Indonesia has a very well defined and integrated **DWC programme that has been in operation for many years**. Moreover relations between the ILO office and Indonesian agencies are extremely sound. MAP outputs have been used to stress the need for DW progress and adjustments to policy in the field of labour relations.

Result 2. Government, social partners (employers and workers representatives) and other stakeholders are more aware of the dimensions and the level of DW in the country, their capacity to carry out research related to DW has increased, and ownership of the concept of DW has increased

National awareness and ownership of the DW agenda and the improved measurement of DW has been partly achieved through:

4

- The well defined structure of the workshops; the adequate participation of tripartite constituents; the workshop content; the establishment of data availability, data gaps, issues, and constraints; and recognition of challenges and future needs
- National awareness and ownership has also been improved through the Launch Event aimed at internal discussion and external target groups including the media, the public, policy makers, and other stakeholders
- However a well designed and implemented media campaign aimed at external stakeholders was not really accomplished. One event is insufficient to inform all target groups and this aspect requires further attention from the ILO office and Indonesian agencies

The awareness that was created needs to be translated into further action led by Line Ministries and the National Planning Agency (BAPPENAS). The Ministry most responsible for producing future Country Profiles is the Ministry of Manpower and Transmigration. The link between DW and poverty alleviation and income effects has not been analysed in depth. Until this is done the socio-economic benefits of the measurement of DW over time will not be fully realised and this will act as a brake on the future achievement of the overall objective.

The MAP project in Indonesia has contributed substantially to the development of the decent work agenda. The capacity of Indonesia to self-monitor and self-assess progress towards DW has been strengthened. The identification of indicators in line with the DW global indicators (with adjustments as required by practical considerations) and the preparation of a **DWCP** with time series analysis has provided **a very good model for future replication.** In addition, for many years the Ministry of Manpower and Transmigration has produced annual statistics with similar (but not the full range) on DW and DW has been incorporated into national planning, including the formulation of Medium Term Development Plans, where DW has been given increased prominence..

However convincing ownership of the MAP project processes and outputs by relevant stakeholders in Indonesia has still not been achieved. Although it is understood that **the political establishment is more aware of the need for the measurement of DW it is not clear that the process and need have been fully endorsed at this level.** It is clear that BAPPENAS and the Ministry of Manpower and Transmigration have numerous discussions on DW and socio-economic developments. DW is on the policy and development agenda, however a Presidential Decree instructing concerned agencies to produce annual (or bi-annual) DWCP along the lines of the MAP DWCP and DWRP may be required, with a mandate given to BAPPENAS or MOMT to coordinate this process.

There are broad indications that Country and Regional Profiles may continue to be produced annually by government agencies - however the extent to which these will exactly follow the MAP profiles is unclear. Neither is the allocation of adequate funds for the preparation of Profiles in the future entirely assured. In addition the extent to which data is used is questionable. Finally an impression has been given that integration of the Profiles into existing MIS has not been fully accomplished.

5

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

The specific objective of strengthening the capacity of Indonesia to self-monitor and self assess progress towards DW has to be seen in the context of an improved enabling environment, with dramatic improvements politically, economically and socially, which provide an ambience that allows for full consultation and a recognition of the need for DW and its positive socio-economic benefits.

Although much progress has been made in measuring DW in Indonesia, further progress is needed to ensure that the investments made in the MAP project are secured with improved outputs and take up regarding policy. It is clear that the full integration of the MAP outputs into national management information systems is yet to be fully achieved and the need to ensure that the system in Indonesia is in line with global methodology needs to be reemphasised, with DWCP and DWRP produced on a regular basis to allow for time series analysis and its trend analysis to fully capture changes over time. An issue regarding report production and ownership has been the

production of MAP reports with only the ILO logo on the cover. The absence of an Indonesian national emblem has detracted from ownership.

2. Efficiency

The Project was well organised with clear responsibilities. The Project Officer (PO) had both the technical skills and experience in working with involved stakeholders to ensure a high standard of implementation. The PO also had considerable experience in working for and with Indonesian agencies. **The standard of management of the ILO office in Indonesia is extremely high** and based on substantial prior experience with many projects and ongoing successful collaboration with government and other key stakeholder groups.

The PO also coordinated with the Focal Point in Bangkok for Asia. **These focal points were ILO staff, whose time allocated to the project can be considered as one of various ILO contributions to the project.** Their responsibilities included: a) monitoring progress of the project and activities within each region; b) establishing and maintaining close links with key stakeholders and initiating project activities in consultation and collaboration with national stakeholders; c) participating in training of national implementing agencies in programme design, monitoring, evaluation and reporting, with implementing agencies or consultants, d) preparing short progress reports. Due to existing capacity constraints, these regional focal points were provided some limited support in terms of human resources.

6

The project was implemented in close consultation with all relevant ILO Departments, country-offices, sub-regional offices and/or regional offices, as well as in close cooperation with the EU Delegation. Coordination with development partners was satisfactory. The ILO maintained good relations with Governments, Employers' and Workers' organizations. Co-ordination with Other Development partners was entirely satisfactory. **The various stakeholder groups in Indonesia participated in all relevant activities, with sufficient representation.**

The government agencies benefitted from capacity building and appreciation of this was clear. **The National Statistical office obviously has the capacity, both technical and financial to build on the MAP Project outputs.** The employer's organisation in Indonesia was particularly well placed to participate in activities with a strong professional staff and experienced management.

Initial Contractual Arrangements were satisfactory and recruitment of Staff was carried out expeditiously in 2009 with the appointment of a MAP Project officer by ILO Jakarta. **The administration of the contract of the University of Indonesia was reasonable**, although the contractor did mention that there were delays in contract negotiation and thus the start of the production of the DWCP was delayed.

Almost all national activities were completed on time. Only a few activities remained in 2013 because the national agendas did not allow completing them by the end of 2012. Although there were some delays, these were minor.

There were no major budgeting issues. Financial Management, Contribution Agreement and Grant Contract Rules and procedures were followed. Disbursements were mainly on schedule (delayed where the activity was delayed).

3. Relevance

The context for the implementation of the Indonesia Decent Work Country Programme 2006-10 (DWCP) has been favourable with significant positive political, social and economic developments. **The improvement to the “enabling environment” was a major factor in the successful implementation of the MAP project.** Achieving decent work is implicitly stipulated in the Indonesia’s Basic Law 1945. A more democratic and strengthened rights-based system supported by labour market, labour law and social security reforms¹ have changed the DW operating environment¹.

The MAP project met the Indonesia needs and priorities and the approach was appropriate. A main challenge was the lack of stakeholder commitment to monitoring decent work at the start of the project. **Needs changed during the course of the project** insofar as it was **recognised that Regional (Provincial) DW measurement was required.** This need was met through the start of MAP activities at regional level. **The project remains highly relevant in measuring changes on all aspects of DW.**

7

The project has addressed the national policies of Indonesia - both the specific needs at national and regional levels, and the support and further development of the tripartite institutions and mechanisms for social dialogue. **The DWCP is founded and aligned with key policy frameworks of the ILO, the UN System, and the Indonesia Government.** Although the link with poverty alleviation is indirect and needs to be analysed more critically, it is conceptually relevant in Indonesia and the poverty alleviation role of DW has been recognised.

The MAP Project is also in line with EU priorities within the context of their DW programme, which has evolved with an ever present emphasis on many aspects of WD. For example the Indonesia Decent Work Country Programme 2012-2015 reaffirms the following three priority areas: employment creation, industrial relations and social protection, with their corresponding outcomes, strategies, indicators and targets. It reflects the current socioeconomic context, national priorities of Indonesia, and the ILO mandate and the priorities of the ILO Constituents.

¹ Decent Work Country Programme – 2012 – 2015- Act No. 13 Of 2003 concerning manpower; Act No. 21 of 2000 concerning Trade Unions, Act No. 2 of 2004 concerning industrial disputes Settlements; Act No. 40 of 2004 concerning National Social Security System

The project is coherent with other donor's initiatives and synergies and avoidance of overlap are clear. Given the nature of ongoing consultations with the government and other donors there is little possibility of overlap.

4. *Impacts*

- **Overall the impact of the project on government agencies has been considerable, resulting in improved technical capacity, coordination, increased social dialogue and strengthening of policy formulation** (to an extent). The evidence for this is the documentation of regulations in the DW Country profiles and incorporation of the DW Agenda and its measurement in planning documents and strategies.
- **The training and capacity building workshops and specific training courses have reinforced government agencies** in technical issues related to DW measurement based on an already advanced capacity.
- **The Country profiles have provided a comprehensive model for the measurement of DW**, with a high standard of analysis and presentation.
- BPS and to some extent other agencies have substantial budgets and can conceivably continue to produce DWCP.
- **The ability to produce DWRP has increased** with the successful compilation of profiles in East Java, Maluku and West Timor.
- **At Kabupaten level the capacity of institutions to collect and analyse data is increasing.** MOMT produces data books every year on a number of DW indicators based on their administrative records and BPS data. Discussions are held every year with BAPPENAS on the implications of this data for economic development and policy. The KILM implemented by government agencies is useful and could be used as a basis for annual DWCP.
- **ILO has also produced annual reports on Labour Jobs and Trends**, with emphasis on particular aspects of DW each year
- **The understanding of DW and its measurement has been enhanced with a degree of increased advocacy capacity and participation of workers organisations** in tripartite forums on most aspects of DW.
- **The industrial relations agenda has been enhanced by the Project** for workers organisations.
- **Advocacy capacity of workers organisations has also been enhanced** to influence policies, collective bargaining and employers representative organisations.

- These organisations have as well **improved their capacity to incorporate DW into their development plans and strategies.**
- **For employers organisations the main impact is similar to that of workers organisations.** The full use of results of the DWCP has not been accomplished by all private sector operators, since the growth of GDP, competitiveness and the need to remain profitable all influence the ability of business to incorporate such aspects as minimum wages and social benefits into their business plans. Full impact and ownership will only be achieved when the DW Agenda and the measurement of DW on a continuous basis have been recognised and implemented over a period of time by policy makers.
- **However, the results of measuring DW progress have improved:**
 - The application of Regulations
 - The application of DW Conditions of Service
 - DW results have been incorporated into private sector business plans and their implementation is increasing despite disagreements with other stakeholders on issues such as minimum wages and the recent collapse of a very large number of businesses due to an economic downturn (within the context of an economy that is still experiencing high rates of growth on a longer term basis)
- **The project has contributed to strengthen the University of Indonesia capacities to assist with the compilation of future DWCP and DWRP.**
- Indonesian representatives have attended regional and global workshops with full and inclusive participation and **Indonesian Case Studies have been used to illustrate implementation of MAP activities.**
- **It is understood that ASEAN is to introduce a DW agenda with Member States.** This is a major development and **represents a significant opportunity for ILO engagement at regional level.**
- **In this regard the Indonesian ILO office** has already had discussions with ASEAN and **is well placed** in terms of location (ASEAN headquarters is in Jakarta); experience and competence **to assist all countries to engage in this development.**

5. Sustainability

The MAP project has had a major beneficial impact on: i) technical capacity regarding data collection; ii) analysis; and iii) and report production. **It should be noted in this regard that additional assistance in data analysis, particularly trend analysis and reporting is still required (see section on recommendations).** Technical sustainability will then be more likely. There is a point of view that **BPS data is insufficiently detailed and that analysis and report production skills need further strengthening.**

The MOMT administrative data base requires further strengthening. Specialist studies are required for a better understanding of relationships between indicators e.g. income and GDP; income and corporate profitability etc.

The MAP project has obviously had a substantial impact on tripartite coordination and cooperation between government agencies and other stakeholders. **The capacity of all institutions has been increased and this is likely to be sustainable, although workers organisations require additional assistance.** Moreover the involved institutions are well organised and comparatively well equipped, particularly employers representative bodies. Weaknesses are summarised below:

- Limited resources of MOMT (to an extent)
- Overlapping reports produced by MOMT and other agencies to different National Level Boards/ Agencies. For example:
 - Ministries have R&D Units collecting and analysing data to inform decision makers at National Level with reporting to the Minister.
 - A Social Council under the Ministry of Social Affairs receives reports as do the National Planning Board; Co-ordinating Ministries Council (with social, economic, security etc components); PBT – a Special Board to develop Science and technology); and LIBI (Indonesian Institute of Science with many divisions e.g. social; economic etc)
 - NGOs prepare reports on socio-economic development
- The Regional Level needs additional capacity building
- No in depth analysis by the DW Project by ILO on synergies and avoidance of overlap with national measurement of DW through the above mechanisms

A degree of policy sustainability can be expected. There has been increased awareness of DW and its measurement by policy making bodies (e.g. BAPPENAS and BAPPEDA) and incorporation of the DW Agenda and its measurement in medium term development plans has taken place. **There is still a question mark concerning full commitment of government policy making bodies** – despite improvements. The “gap between data supply and data demand” by users (policy makers, workers and employers organisations) is evident (BPS opinion) and there remains a lack of definition of responsibilities for planning and implementing future DWCP and DWRP.

BPS probably has sufficient funds for future work (BPS interview) **however MOMT does not have sufficient funds for all future work** (MOMT interview). A plan for DWCP and DWRP production needs to be formulated with an accompanying budget to ensure financial sustainability.

3. CONCLUSIONS

1. **Without doubt the MAP project is relevant in Indonesia and will remain relevant in the near future.**
2. **The MAP project has been efficiently implemented** and has achieved all of the immediate anticipated outputs and outcomes.
3. Understanding of MAP and **greater awareness of DW principles has definitely been achieved, although further strengthening of this aspect is required at political level.**
4. **The tripartite approach has been a major strength of the project**, resulting in much stronger collaboration and cooperation amongst Indonesian organisations, both government and non-government.
5. **The MAP model at Indonesia national and sub - national levels is of a high standard**, in line with global definitions and standards and has strengthened the approach to the measurement of DW.
6. The achievements have been the result of two main factors: **i) improvements to the “enabling environment”** (political, social, economic) in Indonesia; and **ii) the technical competence and high standard of management of the ILO office in Indonesia**, allied to the excellent working relationships that already existed between the ILO and Indonesian agencies through the implementation of many related projects over the years; and building these relationships further. After the conclusion of the MAP project ongoing discussions and partnership building have continued by the ILO office.
7. The **main challenges** include:
 - Improving the effectiveness and sustainability of the MAP outputs, notably the continuation of producing DWCP and DWRP.
 - An increased sense of ownership of MAP outputs (including the DWCP and DWRP) is required for sustainability
 - A greater understanding of existing (numerous) Indonesian MIS is required and how the MAP approach can be used further and integrated into existing systems is needed.
 - The compilation of regular DWCP and DWRP is required with close alignment of existing Indonesian MIS products with the MAP model.
 - A more “user orientated” approach to the measurement of DW is needed with target groups needs and constraints taken into account.

- Increased “buy in” of politicians is required to maximise the impact and effectiveness of the MAP product
- 8. **A greater focus on data and report use and local ownership** through understanding and mapping existing MIS to determine how the MAP project is aligned with these MIS **is needed**.
- 9. This was not done as part of the National Background Study and is a major omission in the design of the project. The result has been a **partial sense of lack of ownership and data use** and limited discussion on the future compilation of DWCP and DWRP, **although clearly the Government agencies are involved in this process** to an extent (and have been for some time).
- 10. **Effectiveness and Sustainability are not ensured** unless the Indonesian Government continues to measure DW in line with international standards.
- 11. Weaknesses include the **need for additional legal formulation, capacity constraints, insufficient use of data** particularly at **sub national level**, insufficient enforcement of DW laws, **lack of continuous monitoring** in line with the MAP product (although Indonesian equivalents are produced annually) and the **need for further “inspirational motivation”** to continue with the production of DWCP and DWRP.
- 12. **The use of data at provincial level is insufficient to inform strategy and policy. In depth technical studies** on the different components of DW are needed. The opinion was expressed that **BPS data is insufficiently detailed and insufficient for comprehensive legal formulation**– further surveys are required. BPS is overloaded and outsourcing is required.
- 13. **Translation** of the English DWCP to Indonesian was too literal **leading to misunderstandings**.
- 14. **The indicators for measuring DW do not take into account the impact of low wages on the ability of families to survive**. Negotiations between government agencies and workers and employers organisations do not always work and the wage gap between high and low income earners has increased.
- 15. **Measurement in the informal sector is not carried out** and such workers have no or limited access to Trade Unions.
- 16. **Concentration of effort in capacity building has not targeted the eastern islands** of Indonesia sufficiently
- 17. Full impact and ownership will only be achieved when the DW Agenda and the measurement of DW on a continuous basis have been recognised and implemented over a period of time. This means that **BAPPENAS and the political**

institutions have to fully endorse the concept and the need for measurement of DW by adjusting policy as necessary and allocating sufficient funds and personnel.

18. The **strengthening of MOMT administrative records** to provide a comprehensive data set for the measurement of DW **has not been fully achieved** as regions and town administrations lack skills, commitment and resources to respond to MOMT attempts to strengthen their MIS.
19. **In interpreting the DWCP a better balance between workers rights and employers viability needs to be struck.** For example the very large salary increases over the last two years (2012/13) has left many businesses unable to survive without major layoffs

4. RECOMMENDATIONS

1. **A MAP II Project is required to enhance ownership and to illustrate the benefits of measurement of DW over time.** DWCP need to be produced on a regular basis so that trends can be established and policy making and development planning can be adjusted according to the results of time series analysis over time. Underlying **data and information** to establish **Decent Work Indicators** in Indonesia **are sufficient to an extent. However, further assistance in the techniques of how to formulate and calculate such indicators may be necessary**, particularly with MOMT. There are some concerns about data collection standards and indicator definitions. **More awareness raising on the Decent Work Agenda is required** to reach the constituents not only at the national level but also at the regional level, particularly amongst politicians
2. **We recommend ILO to promote and coordinate the elaboration of a National Action Plan on Monitoring Decent Work**, based on participatory national consultation with all key stakeholders and with the support of the relevant ILO experts. The Plan should be comprehensive and based on a ten year timeframe, which will provide a long-term perspective and commitment from all involved stakeholders. It is important that this Plan is understood by policy makers and in particular its use in policy formulation based on trend analysis. Without such perspective the implementation of the Plan will be less effective. It should include an overall objective, and specific objectives for main groups of activities. Detailed activities should then be aligned to the objectives and a detailed costing and funding sources should be incorporated to ensure its practical acceptance by stakeholders, particularly the national government.

15

The Plan should probably be coordinated by BAPPENAS (the policy and development planning agency for Indonesia), in close consultation with the Ministry of Labour, however this is a decision that needs to be taken by Indonesian agencies. Furthermore the formulation of the Plan should be primarily the responsibility of Indonesian agencies with assistance from the ILO. The National Action Plan could be based/integrate the following recommendations:

3. **Strengthening the local ILO staff with a “full-time MAP focal point”** would be extremely useful and advisable.
4. **Commission a Research Study** (funded by the ILO/ development partners) on the systems, processes, indicators, reports and use of the various reports in the different MIS that have existed in Indonesia for some time. The MIS should be compared to the DWCP and DWRP produced under the MAP project to establish similarities and differences and data gaps. Further the Study should how a single MIS, incorporating DW indicators, can be used by different agencies with an interest in the DW Agenda. This is particularly important regarding the Ministry of labour MIS, which operates at levels below the national level, but is not yet comprehensively implemented

5. **A Presidential Decree** is possibly required to instruct relevant agencies to produce DWCP each year at both National and Regional levels
6. **Ensure that regular tripartite plus meetings** are carried out regarding the implementation of decent work in Indonesia with the lead of the MOMT. For this purpose, the Decent Work Indicators would play an important role as a tool to monitor the progress of the DWCP.
7. **Implement the DWCP and DWRP on a regular basis.** Data from LFS should be used as one data set and thus it is important that LFS are carried out as frequently as possible. It may also be possible to expand the number of provinces within the DWRP in line with the very well advanced decentralisation process in Indonesia.
8. The creation of broad and deep rooted awareness raising requires the formulation of a **well designed and implemented awareness campaign** of DW and its measurement. When DW data is used to support advocacy or to inform stakeholders and the general public this should be publicised. Target groups need to be defined first and the campaign can then be aligned with target group needs and access to the different media available for dissemination. In Indonesia there is ample opportunity for information dissemination and awareness creation to the general public in support of advocacy. Since the reform agenda in terms of civil society has advanced rapidly with a broad and networked capacity amongst civil society actors this situation makes it even more likely that the aims, progress and results of DW can be widely distributed and absorbed
9. To assist with DW monitoring and integration in terms of planning, implementation and above all data use, **an integrated data base** should be established on the basis of accessibility by all concerned government agencies. The DB could also provide a facility for access to non-government organisations in a public space
10. **The ILO Jakarta office is in contact with ASEAN** and obviously can play a major role in the participation of the ILO in the regional DW initiative that ASEAN is engaging on with member States

MAP Final Independent Evaluation

COUNTRY REPORT

NIGER

1. ACTIVITIES IMPLEMENTED

All the activities included in the MAP Project at the national level have been satisfactorily implemented in Niger.

1. Prepare background country studies

The background study for Niger was prepared and presented to national partners during the Tripartite Consultation Workshop for Niger between 8 and 12 August 2011. The study was published in August 2012. The data compilation was prepared from the national list of DWI identified by the stakeholders in cooperation with the Ministry for Public Office and Work, the National Statistics Institute and the National Employers Council of Niger

2. Carry out detailed analytical country studies

After the presidential elections of 2011 the social and political context has improved slightly, despite the fact that social indicators remain low: the child mortality rate is 81 per 1,000 live births, a literacy rate of 29 per cent (2008) and just 17 per cent among women. Without renewed efforts, Niger is unlikely to meet the Millennium Development Goals by 2015. To this end a new vision and a new social and economic development plan have been adopted by the new government and a **Decent Work Country Profile has been prepared by the Ministry of Labour and social partners with the ILO, which was launched in 2012.**

1

The Decent Work Country Profile for Niger was prepared by national constituents in collaboration with the Ministry for Public Office and Work, the National Statistics Institute and the support of ILO technical experts. The statistical indicators and the legal framework were based on existing data, through surveys undertaken, and refer to the Decent Work Indicators on the occasion of the Tripartite Consultation Workshops on Decent Work on 9-11 August 2011 in Niamey. The study was discussed during the Tripartite Validation Workshop for the Decent Work Country Profile for Niger between 6-12 July 2012, with the participation of the Ministry for Public Office and Work, the Ministry for Labour and Professional Formation, the Ministry for Economy and Finance, the National Statistics Institute and representatives from trade unions and employer organizations.

Collaboration with the NIS, the Ministry of Labour, trade unions and employer organizations has led to the achievement of the following tasks:

- i) compilation and tabulation of Decent Work Indicators
- ii) data analysis of decent work trends
- iii) national validation workshop to review and revise the draft Profile

The DWCP was published on 15 February 2013, to which the MAP Project has provided financial and technical support for Nigerien constituents in the development of the country's first DWCP.

3. Hold national consultation workshops to identify Decent Work Indicators

The Tripartite Consultation Workshops were held in August 2011 in Niamey and full workshop reports have been published including national lists of decent work indicators selected as relevant by national partners and the priority areas identified by national partners on supporting data collection and data analysis under MAP

4. Support NSOs or other relevant institutions in collecting better statistics

Data availability is a major challenge in Niger due to a lack of regular surveys, while relying mainly on donor funds to accomplish them. Additionally there is an urgent need to develop statistical indicators for monitoring progress toward decent work over time on a regular basis.

After the organization of the Tripartite consultation workshop a core set of priority decent work indicators was identified, to include key decent work dimensions into the new Decent Work Country Profile in line with the PDES, the new national, social and economic development plan. The NIS has incorporated labour force surveys into its statistical programme.

2

Additionally a roadmap has been prepared during the tripartite consultation on the MAP support in August 2011 to enhance national capacities on measuring and monitoring decent work. In 2012, in collaboration with the World Bank and UNDP the MAP contributed to support the NIS to conduct a combined Labour force and Informal Sector Survey to improve data availability and to produce reliable and regular statistics. As in other pilot countries, the MAP project provided financial and technical assistance to other selected activities within the LFS-ISS collaboration, related to questionnaire development, training, implementation of the pilot survey and data analysis.

The LFS questionnaire has been revised in 2012 including additional questions to better measure decent work and as well as conducting training sessions. A training workshop on data processing and analysis was organized between 11-12 July 2012, at the suggestion of the NIS, the Ministry of Labour and social partners. Additionally the Employment Observatory and the Ministry of Labour requested support on DW database development based on priority indicators identified during the Tripartite Consultation Workshops. The terms of reference have been prepared and submitted for final approval to the Ministry of Labour.

5. Hold national social dialogue meetings to disseminate results of country studies

A validation workshop was organized in Niger combined with the validation of the DWCP between 6 and 13 July 2012.

6. Publish & launch country studies

National partners organized the launch event/media campaign for the dissemination of the Decent Work Country Profile in 2103.

2. EVALUATION CRITERIA

1. Effectiveness

Result 1. Statistics are produced and analysed in line with national decent work strategies and ILO DWCP

Niger has made significant progress in identifying, compiling and collecting DW Indicators. DWI were included in the DWC Profile and are used in analyzing labour trends and updating some national statistics. **However, there is still room for improvement in DWI collection, data analysis and DWC Profile compilation.**

The Decent Work Indicators were identified for the 10 dimensions of the Decent Work Agenda, following a number of international meetings in which Niger participated. Following these meetings, proposals for DWI were made. The definitive list was accepted **following a national workshop in July 2011** assembling representatives of the workers union, employers, public administration, producers and users of work indicators. The indicators have been accepted because of their relevance, their usefulness, and their computability. From the interviews it clearly transpires that there is a **large degree of adherence to this process, which specifically points out the value of choosing in a consensual manner, through a participative and formative process.**

The DWI is considered to be of **high value**, particularly in the case of those calculated by the **National Statistics Bureau**. On the other hand, **the indicators produced by non-specialists from administrative sources lack a certain level of quality.** This could be improved through **enhancing training** for those who develop indicators.

DWI reflect the context, needs and national priorities but **there is still room to adapt them in a better way to the reality of Niger**, and help analyze the economic and social situation of the country. Not all indicators **reflect the specific political reality of Niger**, and there is need for **stronger coherence between policy and indicators**, as well as incorporating different policy angles within the indicators.

Statistical and legal decent work indicators were compiled and tabulated during a first stage in 2011, and then updated in 2012.

The collection of data on employment and the informal sector, in November 2012, and DWI have been taken into account while developing surveys. A **data base for the application and management for 20 indicators for the Niger labour-market is being constructed** in the West African Economic and Monetary Union (enhancing ownership and sustainability).

With a large amount of producers of statistical data participating in the workshop, **the mechanism to define the indicators was extensively incorporated, contributing to the strengthening of capacities.**

Specifically:

- **50 members of ONEF** (l'Observatoire National de l'Emploi et de la Formation - National Observatory for Employment and Formation) have received a training in data collection and analysis concerning Decent Work
- **A Labour Market and Informal Sector Survey** was conducted by the National Institute for Statistics in 2012
- Niger possesses a follow-up system and evaluation mechanism for **DWI linked with the DWCP and the PDES**
- Training of two members of ONEF concerning the conception and analysis of surveys regarding labour market is planned for the month of November and December 2013 at the ILO-Turin centre.
- However the need to strengthen the analytical capacities of agencies and their employees remains a reality.

DW Indicators are at the core of the **Decent Work Country Profile(s)** and the related **data was the basis to carry-out analysis on decent work trends.**

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

All stakeholders consulted emphasized the high value of the DWC Profile sponsored by the MAP project that has enabled the development, with the tripartite consensus, of a DWC Programme and the inclusion of several DWI in PDES. Certainly the DWC Programme has been possible because of the long history of cooperation ILO / Government of Niger through different projects (many of them on child labour) that made possible the building of the country- agenda on decent work.

5

Thus, in July 13, 2012 the tripartite agreement around DWC Programme 2012-2015, was signed in Niamey. The signatories were the Ministry of Public Education and Labour, the Inter Workers (ITN), the Federation of Employers' Organizations and ILO. The DWC Programme has as its central objective the creation of decent and productive jobs , and focusses on 5 main results: I) Improving the work environment conditions , ii) a national Employment Policy ; iii) institutionalizing the social protection also giving coverage to the informal economy iv)promoting and strengthening social dialogue , and v) Niger ratifying the International Labour Standards , in particular those concerning child labour.

Moreover, the MAP project has contributed to the elaboration and adoption of a **strategic development plan for the national observatory for Employment and Formation (ONEF), the training of the ONEF Staff and the development of a database of labour market indicators** including DWI on the ONEF website, and enhancing the roll of the National Observatory for Employment and Formation.

The Niger stakeholders interviewed have highlighted that the MAP project has contributed to the development of a DWI **database under the supervision of the Western Africa Economic and Monetary Union**, resulting in the strengthening of the

process of building the regional approach to decent work (African Decent Work Agenda 2007-2015)

Result 2. Government, social partners (employers and workers representatives) and other stakeholders are more aware of the dimensions and the level of DW in the country, their capacity to carry out research related to DW has increased, and ownership of the concept of DW has increased

Government and National partners have been trained on Decent Work Indicators; have actively participated in identifying them and in elaborating both the DW Country Profiles and the DW Country Programs.

We conclude that through the project's activities **Government and National Partners are now more aware on Decent Work issues in Niger** that their **ownership** has **increased** as has their **capacity** to carry out research related to DW.

The **MAP Project has contributed substantially to raise awareness and ownership on the concept and dimensions of Decent Work in Niger among ILO Constituents.** Government, Worker's and Employer's organizations, as well as the SSCU are fully aware of the dimensions of DW in the Country. The project has allowed for a **better formulation and elaboration of the DWCP, as well as a publication and implementation foreseen for 2014**, and the creation of a database concerning DWI. The follow-up of the DWCP and the national development plan have been improved.

6

However, at the moment **there is still a lack of knowledge of the importance of Decent Work in economic development by high level authorities**, with a current lack of technical capacities on a national level for enhanced labour statistics expertise, as well as a lack of expertise concerning specific studies.

The National capacities to carry out research related to DW have also improved. Several factors demonstrate the **enhanced national capacities on data collection and data analysis:**

- The completion of a **National Labour Force Survey**,
- The willingness demonstrated by the government to **realize LFS surveys in the future**,
- **The creation by law of a National Observatory for Employment and Training**,
- The inclusion of 9 Decent Work Indicators (DWI) into the National Development Plan of Niger: i) ratio total population vs. active employment, ii) youth unemployment rate; iii) labour productivity; iv) % of workers under the poverty line; v) rate of social protection coverage; vi) child labour; vii) rate of mortal occupational injuries; viii) rate of collective negotiation; and ix) rate of vulnerable employment.

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

National partners have, undoubtedly, increased their capacities regarding all aspects of Decent Work and the DWIs and DWCP are key tools that have been used to develop National Strategies and Policies.

However, there is still room to improve and strengthen capacity to self-monitor and self-assess progress towards DW and to track progress of DW objectives included in National Policies.

2. Efficiency

As **strengths** of the project two efficiency items have been repeatedly brought forward:

- A clear **coordination of activities on a national level**
- **Synergies with other ILO/Niger actions** and programs (building administrative capacity, implementation of international labour standards, the fight against the worst forms of child labour, improving Health and Safety at Work and learning and vocational training)

7

Additionally a number of **weaknesses** have been highlighted:

- The focal point for coordination of activities on a national level was **overburdened with responsibilities**.
- On a general level, a **lack of qualified permanent staff** is an issue. Despite that the consultants contracted were qualified and capable of completing the tasks, however the extended efficiency of the project is jeopardized by lack of further qualified staff.

Results achieved in Niger are in **coherence with the financial and human resources and the time invested** (ILO/MAP focal person)

However, according to all actors concerned, a **larger amount of resources would have reinforced the results by making possible the elaboration of a larger national survey. It would have overcome the delays in funding resources as well.**

3. Relevance

The MAP strategy, methodology and overall approach were appropriate to the needs and priorities of Niger.

In relation to MAP **coherence with global and integrated strategy/ILO initiatives**, **there is a consensus that the project** constitutes:

- an improvement of the national statistical system on labour allowing a better measuring of decent work in the country
- a better formulation of the DWCP based on the country's priorities

Regarding the level of **coherence and synergies with other partners**, the independent MAP evaluation found:

- There is a close collaboration with Système d'Information sur le Marché du Travail (SIMT) and the African Union, including the development of a list of minimal labour market indicators;
- The West African Economic and Monetary Union (UEMOA) has included a minimal list of decent work indicators in subregional projects.
- The degree of MAP's coordination and complementarity with EU cooperation in Niger seems to be insufficient.

8

4. Impacts

The MAP project is generating several impacts in Niger.

- 9 DWI have been included in the National Economic and Social Development plan with specific goals towards 2015 (3 DWI have been withheld by the PDES as priority indicators: the rate of underemployment, the rate of graduates insertion in the labour market, and the unemployment rate for population between 15-35 years.)
- The DWI selected from the process supported by the MAP, have contributed not only to an improved progress for the measurement towards decent work but also to a stronger design of linked DWC Programme results/components. Thus, each result has been formulated based on a selected DWI, allowing the definition of a clear action strategy and a set of bounded and measurable associated products.
- Institutional strengthening of ONEF, which generates periodic reports on the progress of Decent Work in the country.

- The MAP has contributed to increase expertise and decent work analytical skills in the country through a scholarship funded jointly by the MAP project at the ETD (l'Equipe Technique d'Appui au Travail Décent pour l'Afrique occidentale).
- The indirect effects of the MAP project have been the enlargement of the budget around decent work as well as the creation of a distribution system of trustworthy data.
- The MAP has contributed centrally to the establishment of a strong and reliable monitoring and evaluation system for the DWC Programme.
- The monitoring and evaluation system is based on the establishment of a steering committee and a national coordination management unit. This unit is in charge of improvements in the quality of administrative data, evaluation mechanisms, monitoring activities and Capacity Building on monitoring and evaluation. Therefore, Capacity Building and specific support missions are planned to improve implementation of mechanisms for results management and the creation of new tools to facilitate mid-term review and final evaluations.
- The DWC Programme foresees and provides for the strengthening of national capacities in the collection, analysis, management and dissemination of data. The annual reviews of the DWCP are opportunities to measure progress towards the achievement of objectives. At that moment, the Steering Committee has the opportunity to update the statistics produced by different sources and auditing to measure progress. To do this, the monitoring and evaluation plan has several DWI matrix (DWI that were agreed thanks to the support of the MAP Project)
- The first monitoring and evaluation matrix details for each result/output, one or more DW indicators, a reference situation, and targets and means of verification. As part of the monitoring and evaluation process, the Steering Committee together with the ILO specify the monitoring and evaluation activities to be undertaken each year of the cycle; they indicate as well the use to be made of the information produced within this framework and define the capacity building activities on monitoring and evaluation addressed to partners.

5. Sustainability

The Niger **Government is committed** through policy and budgetary support, along with social partners, **in contributing towards Decent Work monitoring sustainability**.

However, **national partners still require technical and financial support** from ILO and other potential donors, to fully develop the Niger capabilities **to monitor and assess progress towards Decent Work in a sustainable manner**.

The government of Niger has **engaged in the financing of ONEF**, and has increased its support from 50 million to 150 million CFA for the year 2014. Additionally, the **development partners are interested in the strategic development plan of the ONEF**

The cooperation of **statistics producers** as well as members of the DWCP coordination committee, and social partners in the field of labour statistics and the **measurements of decent work itself have contributed to the long term sustainability of the project, and enhanced ownership**.

The collection of data on employment and the informal sector, in November 2012, and the indicators for decent work have been taken into account while developing surveys. **A data base for the application and management for 20 indicators for the Niger labour-market is being constructed** in the West African Economic and Monetary Union (enhancing ownership and sustainability).

However, it is necessary to take into account that there is still a **lack of knowledge of the importance of Decent Work to economic development by high level authorities**, the lack of technical capacities on a national level for enhanced labour statistics expertise, as well as a lack of expertise concerning specific studies, which are serious risks for sustainability.

3. CONCLUSIONS

1. The project has proved a **high degree of relevance** and its execution has been conducted with **elevated levels of efficacy and efficiency**, generating **substantial and important impacts**.
2. Although political commitment to the DW agenda seems to have been accomplished **the Monitoring & Assessing DW process is still fragile and requires strong support in the future**.
3. There is a **lack of knowledge** of the importance of Decent Work in economic development by **high level authorities**, a **lack of technical capacities** on a national level **for producing enhanced labour statistics**, as well as a **lack of expertise concerning specific studies**, which are serious risks for sustainability
4. **DWIs have been identified, and related data is being collected and analysed**. National partners are highly satisfied with the DWI and have actively participated in the elaboration of the DWC Profile and Program.
5. Nevertheless, **there is still room to improve and strengthen national capacities to self-monitor and self-assess progress towards DW** and to track progress of DW objectives included in the National Policies.
6. In spite of the Government and National partner's achievements and contributions, **Niger still needs technical and financial support** from ILO and eventually the EC, **to fully develop the Niger potential to monitor and assess progress towards Decent Work**.
7. **A deeper support for the development of a strategic plan for the development of the ONEF is needed**; the strengthening of a system informing on the labour market enhancing visibility of that market is still required;

4. RECOMMENDATIONS

1. We strongly recommend to ILO and the EC **to continue to support national efforts on promoting monitoring and assessment on Decent Work in Niger.**
2. We also suggest that ILO to promotes and coordinates the elaboration of a **National Action Plan on Monitoring Decent Work**, based on **participatory national consultation with all key stakeholders** and with the support of the relevant ILO experts.
3. **Strengthening the local ILO staff with a “MAP focal point”** would be extremely useful and advisable.

The above mentioned National Action Plan could be based/integrated with the following recommendations.

4. To provide **technical assistance to national partners to reinforce their capacities in data collection and analysis.**
5. To provide (ILO Statistics Department) **technical assistance** to improve/design **new surveys in order to obtain data on all DWI.**
6. To elaborate an **electronic statistics database of DW indicators**, accessible through the internet to all, that can be constantly and regularly updated (quarterly).
7. To revise and update the Country Profile on a **bi-annual basis.**
8. **To adapt the Country Profile** to reflect better the Niger reality.
 - 8.a. To update-extend the DWI with **national needs/contributions.**
 - 8.b. To improve the Country Profile **analytical sections** in order to provide **concrete policy recommendations** based on the collected data.
 - 8.c. To provide **best practices from other countries** that help in formulating recommendations.
9. To produce **Country Reports on Monitoring Decent Work** in-between Country Profile publications.
10. ILO assistance would be useful to national partners to assist them in **improving national legislation in compliance with international standards.**
11. To conduct **awareness rising campaigns** on DW principles among **workers and civil society.**

12. To develop a Knowledge, **Attitudes and Practices (KAB)** survey (base and end-line) among **Employers** (entrepreneurs), **policy-makers, legislative and judicial agencies**
13. To focus precise **awareness rising campaigns and training on specific target groups (policy-makers, legislative and judicial agencies).**
14. To assist **workers organizations** in designing and adopting a (common) **strategy to assess and monitor progress on DW.**
15. To assist **employers organisations** in designing and adopting a **strategy to mainstream DW among employers and their members.**
16. To **increase awareness and commitment** to DW principles and practices **among employers by:**
 - Conducting information and awareness raising campaigns.
 - Conducting information and training seminars
 - Providing technical assistance to employers
17. It would be advisable to continue promoting the subregional dimension by facilitating exchanges of experiences and good practices resulting from the MAP project.
18. There is a strong need in Niger for technical assistance and for additional support to strengthen self-monitor and self-assess capacities and to reinforce the ONEF. ILO should provide this support in the following years.
19. ILO should continue **strengthening the SIMT (*Système d'information sur le Marche du Travail*) in the elaboration of a strategic development plan for ONEF.** The SIMT includes several institutions (*ANPE –Agence National pour la promotion de l'emploi, Direction General de l'Administration du Travail, Caisse National de Sécurité Social –CNSS-, INS*) all of them producing different statistics related to specific DWI. The ONEF strategic plan should help to improve the SIMT, ensuring synergies and complementarities among all the institutions involved.
20. ILO should support the mobilization of resources for the accomplishment of annual Labour Force Surveys.
21. ILO should continue encouraging the strengthening of national DW capacities (through well focused and demand driven technical assistance)
22. Although the MAP in Niger was launched in 2011, later than in other locations, there has been a large amount of progress. However, it is **necessary to include the national executive directors (ONEF, ANPE, INS, CNSS, Ministry of Labour) to enhance the ownership of the decision-makers of the project.**

23. DWI in Niger should be **more adapted to the reality of the country**, and help **analyze the economic and social situation of the country**. In this context there has to be more focus on how decent work can impact the Economic and social development of least developed countries.
24. Additionally the indicators should **concentrate on youth employment and female employment in the rural environment** as well as developing a stronger focus on **child-labour**.
25. Recommendations on how to better collect /compile statistics in a manner to improve DWI quality/relevance include:
- Strengthen technical capacities of personnel involved in design, data collection and analysis; providing needed qualified staff to Statistics sectorial units
 - Ensure financial sustainability of agencies responsible for data collection.
 - The elaboration of a harmonized mechanism for data collection for all SIMT institutions.
 - The centralization of all Labour Statistics into the ONEF database.
 - National capacities can be strengthened through the creation of an operational DW network including all the SIMT institutions and the provision of technical assistance to ONEF Niger (labour statistics expert).

MAP Final Independent Evaluation

COUNTRY REPORT

PERU

1. ACTIVITIES IMPLEMENTED

In the case of Peru, MAP activities were carried out, but didn't produce the expected major outcomes.

1. Prepare background country studies

The background study for Peru was prepared and presented to national partners during the **Tripartite Consultation Workshop for Peru on April 2010**. An external collaborator contract for the national background study was issued in January 2010; the draft was submitted in mid-March before the Tripartite Consultation Workshop.

2. Carry out detailed analytical country studies

On the basis of the agreed national list of decent work indicators, **a national study on DW indicators trends was prepared with MAP support**, in collaboration with the Ministry of Labour.

Statistical and legal indicators were compiled from various national sources, with the INEI, the Ministry of Labour and other relevant ministries. In October 2012, **Employers representatives agreed on the publication of the compiled statistical indicators (as an annual publication from INEI) but refused to participate in any meeting to discuss and validate the national study.**

1

The agreement reached with the government was to produce **a draft version of the Country Profile** to be submitted to the tripartite National Labour Council for discussion and validation, but **so far the draft has not been validated and published.**

3. Hold national consultation workshops to identify Decent Work Indicators

A Tripartite Consultation Workshop was held in Peru from in April 2010, and a workshop report has been published in Spanish and English. A national list of DW indicators for Peru was selected. The list of the indicators identified at the Tripartite Consultation Workshop was completed by social partners in two following workshops held in 2012 (August and October).

4. Support NSOs or other relevant institutions in collecting better statistics

Peru has a strong national statistical system, and data on decent work are mostly available both from national surveys and from administrative records. **The major concern for the production of decent work indicators is more political than technical and achieving consensus among social partners on monitoring decent work in Peru is still a major challenge.**

The INEI and the Ministry of Labour made important efforts to reach such a consensus; they organized with MAP support, two tripartite meetings on decent work indicators in August 2012 and October 2012, to review the national list of decent work indicators for Peru (identified at the tripartite consultation workshop in April 2010); and to promote consensus between workers and employers, given some high sensitive political issues, that have hampered the MAP activities implementation.

In the October meeting, the INEI presented the compiled statistics from the agreed national list of decent work indicators. These indicators were the basis for the preparation of the DW Country Profile of Peru. **The INEI requested support to produce a first statistical publication on decent work indicators at the national level,** on the basis of the selected decent work indicators, and **committed to continuing to collect and publish the decent work indicators that have been agreed to on an annual basis.** These efforts and commitment to annual monitoring of the quantitative indicators, is **an important step in the context of Peru.**

- 5. Hold national social dialogue meetings to disseminate results of country studies.**
6. Publish & launch country studies

As mentioned several Social Dialogue Meetings were held in Peru, but as a **DWCP is still in its draft version, it has not been launched and disseminated.**

2. EVALUATION CRITERIA

1. *Effectiveness*

Result 1. Statistics are produced and analysed in line with national decent work strategies and ILO DWCP

At the Tripartite Consultation Workshop held in 2010 national partners (Ministry of Labour, NSO, and the social partners) **examined the 66 DWI provided by the ILO and agreed to follow up on 14 DWI**. The NSO is responsible for the production of statistical information. Relevant Ministries (labour, health, finance and revenue) also provide data which is relevant for the production of DWI.

DWI, legal framework indicators and labour statistics were compiled and tabulated with ILO/MAP support (42 basic indicators and 11 additional indicators), in order to **produce the Peru DWCP Profile**. However, as mentioned before, **Peru does not have a DW Country Profile** approved by the constituents yet.

The NSO (INE) of Peru has strong capacities and is able to compile, according the information received from key stakeholders, 45 of the 66 DWI proposed by ILO. **Statistics can be collected but the Ministry of Labour and the social partners must agree a roadmap to improve the strategy of measuring DW in the country.**

Peru has institutionalized social dialogue through the National Council on Labour and Employment Promotion. Social dialogue takes place, but not without difficulties, in this framework. **The tradition of resolving labour issues through social dialogue is young in Peru**, and traditionally conflicts and differences were unilaterally solved by the Government. **Currently two main issues hinder social dialogue in Peru: collective bargaining and the right to syndication.**

In this context, the **MAP project could not translate the main results of the (draft) DWCP into policy analysis, especially for the DW Country Program design and monitoring**. Furthermore, some key stakeholders interviewed stressed that there is not an open DW agenda in Peru yet.

Result 2. Government, social partners (employers and workers representatives) and other stakeholders are more aware of the dimensions and the level of DW in the country, their capacity to carry out research related to DW has increased, and ownership of the concept of DW has increased

Government and National partners have been trained on Decent Work Indicators; and the Workers Organization, the Ministry of Labour and NSO (INE) have participated sufficiently in the MAP process. This is not the case of the Employers Organizations.

Participation in the MAP Project has enabled new participation spaces and processes, that otherwise would not have happened and stimulated some awareness on DW related issues in Peru. Being part of an international network of MAP pilot countries had some demonstration effect: e.g. after participation in the Global Meeting on Monitoring DW, at the initiative of the Ministry of Labour two workshops were held to discuss DWI and advance the elaboration of a DWC Profile.

The level of ownership is insufficient in Peru and the strategic importance of the DW agenda is still not recognized. It requires an intense effort of advocacy and influencing to revive social dialogue within the CNTPE, in order to participate in the road map towards effective measurement of DW and the broader DW agenda.

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

4

We cannot conclude that through the MAP project's activities **Government and National Partners are now more aware on Decent Work issues in Peru, neither** that their **ownership** has **increased** or their **capacities** to carry out research related to DW. Therefore, **National Partners capacities remain insufficient to self-monitor and self-assess progress towards DW.**

2. Efficiency

Although the project activities were developed as planned, these had little impact on the expected results. Regarding efficiency a number of **weaknesses** have to be highlighted:

The management model based on the coordination of MAP PERU from Brazil has not worked well enough. The complexity of the **Peruvian labour context demanded** from the beginning a **strong coordination and leadership from ILO Peru**. According to all actors concerned, a **larger amount of resources would have enhanced the project**; there is a strong consensus about the need to provide more budget and human resources to ensure the support of the MAP process.

The focal points for the MAP ILO had only limited availability to carry out all the intense work of advocacy, dialogue, and support required (assuming that DWCP is a valuable resource/input to feed social dialogue). The focal point for coordination of activities on a national level was **overburdened with responsibilities**.

From the Peruvian constituents point of view the Brazil pilot case is perceived as an interesting experience, but most of the stakeholders clearly expressed their frustration at not being able to have greater Peru-Brazil synergies under the MAP project

The limited results are because of the insufficient financial and human resources and the time invested (ILO/MAP focal person). **Insufficient human and financial resources, along with a highly complex socio-political context resulted in limited results.**

5

3. Relevance

According to most stakeholders, even if **the project strategy remains valid, the top-down organizational arrangements and the lack of a socio-political “enabling environment” have prevented the project moving towards positive results, or answering properly to the needs and priorities of the country.**

Taking into account that major challenges that have to be addressed in the Peruvian labour sector, **Monitoring Progress of Decent Work remains nevertheless relevant**. Peru is a lower-middle income country with strong technical capacities in house but a lack of consolidated democratic background to solve labour conflicts.

In relation to the MAP coherence with global and integrated strategy/ILO initiatives, there is a consensus that **the project constitutes a support to the statistical pillar of the DW ILO agenda in the country. The DW agenda nevertheless is still to be adopted by social partners yet.**

4. Impacts

No significant impacts generated by the MAP Project in Peru have been identified

5. Sustainability

There are no MAP's effects identified to be sustained in the future. A comprehensive strategy is needed (agreed upon by constituents) on the implementation of a DW agenda in Peru, in which, eventually a strategy to monitor progress towards DW in the future will be included.

3. CONCLUSIONS

1. The project has proved to be **relevant** but its execution has been conducted with **low levels of efficacy and efficiency**, generating **minor impacts**.
2. There is a **lack of knowledge of the importance of the Decent Work** concept for economic development **by high level authorities**, which is a serious risk for sustainability.
3. **The problem in the case of Peru is not technical but political**. Statistics can be collected but the Ministry of Labour and **social partners must agree a roadmap to improve the strategy of measuring DW in the country**.
4. Nevertheless a group of **DWIs have been identified and related data is being collected**.
5. **Strong efforts are needed to improve and strengthen national capacities to self-monitor and self-assess progress towards DW** and to track progress of DW objectives included in the National Policies.
6. According to all actors concerned, a **larger amount of MAP resources would have enhanced the project**; there is a strong consensus about the need to provide more budget and human resources to ensure the support of the MAP process.
7. **From the Peruvian constituents point of view the Brazil pilot case is perceived as an interesting experience**, but most of stakeholders clearly expressed their frustration at not being able to have a greater Peru-Brazil synergies under the MAP project

4. RECOMMENDATIONS

1. We strongly recommend to ILO to **keep on supporting national efforts on promoting monitoring and assessment on Decent Work in Peru.**
2. It is recommended that as soon as possible Peru **validates and officially publishes the DWC Profile** thus fulfilling its commitments under the MAP project
3. **Strengthening the local ILO staff with a “MAP focal point”** would be extremely useful and advisable in order to support national efforts on monitoring DW in the future.
4. **A solid consensus on a basic DW agenda in Peru should be reached as soon as possible** within the tripartite framework (National Labour Council - CNTPE);
5. **If a DW Agenda is agreed (rec 4), a DW Monitoring National Action Plan should be designed and approved.** This National Action Plan could be based/integrate the following recommendations:
6. To conduct **awareness rising campaigns** on DW principles among ILO Constituents, Government Officials, workers and civil society.
7. To develop a **Knowledge, Attitudes and Practices (KAB)** survey (base and end-line) among **Employers** (entrepreneurs), **policy-makers, legislative and judicial agencies.**
8. **To ensure the involvement of social partners** in the process of drafting, revising, updating and approving **the draft DW Country Profile.**
9. To provide **technical assistance to national partners to reinforce their capacities in data collection and analysis.**
10. To provide (ILO Statistics Department) **technical assistance** to improve/design **new surveys in order to obtain data on all DWI.**
11. To provide **best practices from other countries** to help formulate recommendations.
12. To establish a **Tripartite Steering Committee on DW**, chaired by ILO (in the short-medium term). Some of its functions could be:
 - Contribute to revise and update the DWC Profile.
 - Contribute to improve the quality and reliability of the data and analysis.
 - Contribute to implement and monitoring the DWC Program and national progress towards DW.
 - Contribute to produce Country Reports on Monitoring Decent Work

13. To assist **workers organizations** in designing and adopting a (common) **strategy to assess and monitor progress on DW.**
14. To assist **Employers Organizations** in designing and adopting a **strategy to mainstream DW among their members.**

MAP Final Independent Evaluation

COUNTRY REPORT

PHILIPPINES

1. ACTIVITIES IMPLEMENTED

The main Project activities have been satisfactorily implemented in the Philippines.

1. Prepare background country studies

Because of the late insertion of the Philippines into the MAP project no background country study was prepared for the Philippines. **National Partners requested the direct development of the analytical country study as advanced work on decent work indicators had been previously done with the ILO.**

2. Carry out detailed analytical country studies

The Philippines has a long-standing association with Decent Work Indicators, going back to 2004, when decent work measurement was piloted under a joint ILO-UNDP project. This leads to the Philippines possessing a comparatively robust and timely system of national labour statistics, supported by effective national institutions such as the National Statistics Office (NSO) and Bureau of Labour and Employment Statistics (BLES). This is sustained by a regular and improving system of labour force surveys. In **2005, the Labour Force Survey (LFS) was adapted to incorporate new elements of decent work**, and the Philippine government has built on these experiences to strengthen the evidence basis for policymaking across the agenda. This has been translated into **the current National Labour and Employment Plan (LEP 2011-2016), and the labour components of the Philippines Development Plan (PDP, 2011-2016)** which adopt the conceptual framework of decent and productive work as a means to ensure sustainable and inclusive growth in the country.

1

The Philippines Decent Work Country Profile was published in October 2012. It was prepared by national consultants, in close collaboration with the Bureau of Labour and Employment Statistics (BLES) of the Department of Labour and Employment (DOLE), with the participation of the National Statistics Office (NSO), together with the technical assistance of the ILO experts from the ILO Bangkok Regional Office, ILO Country Office for the Philippines and ILO Geneva.

The legal and statistical indicators were compiled according to a national list of decent work indicators and analysed within the social and economic context that has prevailed in the Philippines during the last decade.

3. Hold national consultation workshops to identify Decent Work Indicators

The draft DWCP was subjected to a technical review by constituents and stakeholders during the Tripartite Validation Workshop of the Philippines Decent Work Country Profile held in Manila, on 20 – 21 March 2012, with the participation of the Department of Labour and Employment – Bureau of Labour and Employment

Statistics (BLES) and its other bureaus and attached agencies, various government agencies, the National Statistics Office (NSO), research institutes, as well as representatives from the employers' organizations and trade unions.

The BLES' efforts to strengthen its statistical and analytical basis for policy use have been reinforced through financial and technical MAP support, and the development of the first Decent Work Country Profile.

To this end the following tasks have been completed:

- i) compilation and tabulation of Decent Work Indicators
- ii) data analysis of decent work trends
- iii) national validation workshop to review and revise the draft Profile
- iv) finalization and publication of the Profile
- v) launch event and media materials developed

4. Support NSOs or other relevant institutions in collecting better statistics

Support has been provided to the NSO and BLES, continuing prior experiences of collaboration with ILO, focussing on three main axes:

A. Strengthening statistical data collection for decent work: *Labour Force Survey design and pre-testing*

2

After a reassessment of the LFS in 2011 by the Department of Labour and Employment and the National Statistics Office a number of key issues of concern were outlined:

- need for conformity of concepts and measurements of certain indicators with international standards
- the need for improved measurement of decent work concepts not measured precisely in the current LFS questionnaire
- the need for increased data availability on topics of current analytical importance

In response to this the **MAP supported the design and pre-test of a refined questionnaire to better capture certain aspects of decent work**. Additionally the MAP provided **financial and technical assistance for the incorporation of new decent work questions**.

This refined questionnaire was tested in May 2012 and a final approval of the National Statistical Coordination Board is awaited. The finalization of the new Master Sample for household surveys is pending. **The refined questionnaire is set to be implemented in 2014.**

B. The development of the *National Decent Work Database*

The MAP has supported the BLES to develop a national decent work database **aimed at providing an easily accessible online information hub for labour and employment data**, through a one-stop portal. This database was publicly launched in December 2012 and aims to facilitate access for non-specialist audiences.

C. Analyzing the pilot *provincial Labour Force Survey in the Philippines*

After the ILO supported the NSO in the development of indicators to measure different dimensions of decent work in the context of a national labour force survey, **new components were included to produce provincial level estimates of the labour force** and evaluate the accuracy of data and interpretation of the results in terms of the feasibility of a provincial level LFS. The second phase of the initiative aims to develop a report and conduct a dissemination workshop, supported by the MAP project.

5. Hold national social dialogue meetings to disseminate results of country studies

A validation workshop was organized in the Philippines by the Bureau of Labour and Employment Statistics, and the ILO Country Office in Manila **on 20-21 March 2012 with the aim of giving baseline information on the state of Decent Work and progress in the Philippines while highlighting policy linkages (existing and potential) and remaining data gaps and weaknesses.**

3

6. Publish & launch country studies

The Launch Event of the Philippines Decent Work Country Profile took place in Manila, Philippines, on 1st October 2012 and was co-organized by the DOLE, the BLES and the ILO. The aim of the event was to increase public and political awareness of the decent work agenda in the Philippines and the recent progress the country has made.

Participants to the conference presented and discussed key findings of the Profile, and key stakeholders debated on what to do next, both to increase the data available for monitoring and analysis, and to address the identified decent work deficits through appropriate policies and plans.

2. EVALUATION CRITERIA

1. *Effectiveness*

Result 1. Statistics are produced and analysed in line with national decent work strategies and ILO DWCP

The Philippines has made significant progress during the last decade in identifying, compiling and collecting DW Indicators. DWI were included in the DWC Profile and are being used in analysing labour trends.

From the experience of the last decade, **national partners assisted by ILO, identified Decent Work Indicators.**

Statistical and legal decent work indicators have been compiled and tabulated since 2004. However, the Philippines faced some problems when compiling the data such as missing survey data or administrative data, and difficulties with regard to comparability with international standards.

With regards to data sources regular **LFS do provide data for the production of DWI but administrative statistics**, particularly on social security, **remain weak**; and the social security system is fragmented (different systems with regard to public and private sector workers) which creates problems for data collection under the same statistical system¹.

4

The Philippines announced one year ago (lessons learned MAP Summit 2012) the launch of an interactive database on DW, when launching the DW Country Profile, and the development of a community based job generation program database²

Besides being used to update the Philippines Labour Employment Program, the BLES has developed an interactive web-based database of key DWI as collected through major national surveys and administrative records. The data reflects the DWCP, and allow users to generate and reproduce their own comparative data tables and charts on key indicators of their choice. This is updated regularly and supplemented by in-depth analysis reports online.

Due to a regular lack of updating of the Philippine Labour Index, supposedly adopted by the NSCB (National Statistics Collection Bureau), there is a lack of coherence/congruence/convergence of data.

DW Indicators are at the core of the **Decent Work Country Profile(s)** and related **data was the basis to carry-out analysis on decent work trends.** We can consider that the country is conducting a systematic and integrated assessment on progress towards Decent Work.

¹ Lessons Learned Summit June 2012 Report

² This evaluation could not confirm if this data base is already ready and working.

The DWI have been recurrently used in the updating of the DOLE's Philippine Labour and Employment Plan (2011-2016) as well as a foundation used in updating the Millennium Development Goal indicators, as well as for different uses:

- National Youth Commissions Youth Development index
- Department of Trade and Industry Roadmaps
- Government community based employment programs strategies

The early involvement of the Philippines with regard to the DWA dates back to 1999 and the country is now in the fourth DWCP cycle.

Result 2. Government, social partners (employers and workers representatives) and other stakeholders are more aware of the dimensions and the level of DW in the country, their capacity to carry out research related to DW has increased, and ownership of the concept of DW has increased

The MAP Project has contributed to raise awareness on the concept and dimensions of Decent Work in Philippines among ILO Constituents: government, worker's and employer's organizations.

The project has enhanced coordination mechanisms between the BLES and NSO, thus facilitating the improvements in the generation and dissemination of labour statistics. Additionally analysis of DWI is current and updated by BLES, with the analysis and tabulations thereof made available in an online database.

5

However, it has been highlighted that despite an extensive diffusion of awareness, not enough has been achieved. **Ownership has been achieved among workers and employers organisations, some government agencies and limited parts of civil society**, however there is a **need to extend it to other government institutions** in charge of trade and industry, finance and fiscal matters, thus extending the understanding and utility of DWI.

Although **capacities of national staff (Statistical agencies and experts) have improved**, based on the accessibility of data collected and tabulated, **no major improvements can be confirmed due to a previously elevated level.**

It has been noted that despite advances and a tendency towards **better coordination**, perception of **jurisdictional disputes and some differences between stakeholders remain present.**

While the project has increased the capacities to mainstream DW principles and indicators into national development programs and plans through advocacy, some government agencies may still be limited to monitor a number of basic indicators (employment rate, unemployment rate, and underemployment rate) related to job

creation. There have been **difficulties also in linking statistical indicators and legal framework indicators**; the implementation and monitoring of laws are not sufficient; and a section on monitoring and evaluation has not been included in DWC Programmes).

It has also been suggested that **Unions would have benefitted from a friendlier legal environment for unionism and collective bargaining.**

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

Government and National partners have been trained on Decent Work Indicators; have actively participated in identifying them and in elaborating both the DW Country Profiles and the DW Country Programs.

We conclude that through the MAP Project, along with several projects carried out since 2004, **Government and National Partners are now more aware of Decent Work issues in Philippines**; their **ownership** has **increased** and their **capacities** to carry out research related to DW has been improved.

2. Efficiency

6

Regarding the **timeline of execution**, the initial work plan targeted the implementation of MAP from August 2011 to February 2013, but was adjusted to May 2011 to June 2013. **High capacities installed and long DW country experience allowed a timely implementation.** In less than a year the Philippines was able to present a draft of DWCP to be validated in the Tripartite Workshop (March 2012), being published on October 2012.

The project's standard of management was very high and based on substantial **prior experience** with DWI and ongoing **successful collaboration with effective national institutions** such as the National Statistics Office (NSO) and Bureau of Labour and Employment Statistics (BLES), **together with the technical assistance of the ILO experts** from the ILO Bangkok Regional Office, ILO Country Office for the Philippines and ILO Geneva.

3. Relevance

The MAP's selection of the Philippines as a pilot country was relevant **at the moment of its inclusion in MAP, and demonstrated its current relevance** by highlighting the **gaps that remain to be addressed**, both in terms of policies as well as in terms of DW plans, programs and projects that remain to be developed. The **Philippines has**

become a MAP case study that can provide lessons learned about the process of measuring the DW at an advanced stage.

Looking at the future, the issues in the Philippines are not related to statistical capacities, awareness and ownership among stakeholders but on the importance of measuring the DW in the framework of a DWCP; in this case the main challenges are achieving a substantial DW political dialogue and focusing the analysis of the DW agenda at provincial and local levels. The MAP Project has supported and capacitated the NSO in sampling design and pilot-testing of the Provincial Labour Force Survey (tested in 2 provinces South Agusan and Antique). **The use of provincial level estimates will allow the development of a response to the growing demand for statistics and a sub-national level** as well as allowing for the possibility to evaluate the accuracy of data and interpretation of the results in terms of the feasibility of a provincial level labour force survey.

4. Impacts

Despite the good performance of the Philippines in the project, it is not easy to attribute the exact impact of MAP to the DW agenda. This is because the Philippines DWA is in an advanced stage of development, with the current DWA situation the result of several projects and continued efforts since 1999, as is mentioned above. However some direct effects of MAP are highlighted below:

- **The DWCP underscores the importance of the integration of DW agenda in national development strategies;** this is an important lesson for the MAP project taking into account the long experience of the Philippines in the process of measuring and assessing progress to Decent Work.
- **The DWI have been recurrently used in updating of the Philippines Labour and Employment Plan (2011-2016), Millennium Development Goal indicators,** National Youth Commissions, **Youth Development index,** Department of Trade and Industry, Government community based employment programs strategies.
- **DWCP provide a reference for reviewing** existing laws, policies, institutional mechanisms and arrangements,
- DWCP has proved to be a good way to **encourage social dialogue;**
- **Increased data availability,** especially through online databases, has also strengthened the capacity to self-monitor and self-assess progress towards DW.
- A pilot test has contributed to **opening the possibility of mainstreaming Decent work principles and indicators into Provincial development programs and plans.**

Ideally also on a local government level (but probably too costly for the Philippines)³

- The project has managed to **enhance conformity of concepts with International standards which is considered especially beneficial in view of comprehensive ASEAN integration** in 2015.

5. Sustainability

The Philippines **Government is committed** through policy and budget allocations, along with social partners, **in contributing towards Decent Work monitoring sustainability**.

However the Philippines Statistical System plan (2011-2017) has stated that there is a lack of government funding support for the regular conduct of the Survey on Children and Informal Sector Survey. The 1995, 2001 and 2011 SOC and the ISS were all foreign-funded.

The tripartite partners continue asking themselves how ILO will contribute to sustain the MAP strategy in the future.

³ “Provincial and municipal DW profiles are needed for large and diverse countries since one national value for DWI may be of limited value given major regional differences within these countries (i.e Philippines, Indonesia & Brasil)” Report of the Meeting on Monitoring DW – Lessons Learned from MAP project.

3. CONCLUSIONS

1. The project **has proved to be relevant** although the level of maturity of the decent work agenda in general and efforts to measure progress towards decent work in particular were above the average of the countries selected as pilot cases for the MAP project
2. The execution of the project has been conducted with **good levels of efficiency and effectiveness**, generating some important **impacts**.
3. The project has managed to **enhance conformity of concepts** with International standards which is considered especially beneficial in view of enhanced ASEAN integration in 2015.
4. **Increased data availability**, especially through online databases, has also strengthened the capacity to self-monitor and self-assess progress towards DW.
5. It has been pointed out that **data gaps remain** that, if filled, could strengthen the national partners in their capacity to self-monitor, including child labour, informal sector workers, public sector, social security, non-standard, non-regular employment, overseas migration
6. The MAP pilot test has contributed to **open the doors to a mainstreaming of Decent work principles** and indicators into provincial development programs and plans
7. **DWIs have been identified, related data is being collected and analysed**. National partners are satisfied with the DWI and have actively participated in the elaboration of the DWC Profile and Program.
8. **The DWI have been recurrently used** in the updating of Philippine Labour and Employment Plan (2011-2016), Millennium Development Goal indicators, National Youth Commissions Youth Development index, Department of Trade and Industry, Government community based employment programs strategies.
9. Nevertheless, **there is still room to improve and strengthen national capacities to self-monitor and self-assess progress towards DW** and to track progress of DW objectives included in the National Policies.

4. RECOMMENDATIONS

1. We strongly recommend to ILO and the EC **to continue to support national efforts on promoting monitoring and assessment on Decent Work in Philippines.**
2. Despite a strong track record of the Philippines in contributing to Decent Work, as well as extensive experience in labour surveys, **support to major statistical agencies needs to be continued** through reviewing and including additional indicators as well as being process related to better capturing the changing labour market and other dimensions of decent work.
3. **Additionally capacity-building is requested** to better interact with policy-making, and enhance ownership of the process
4. The identification of a pilot region to produce a **regional DW Profile** and to collect and analyse **local DWI is required**, involving regional/local administrations and social partners. Provincial and municipal DW profiles are needed for large and diverse countries as the Philippines since one national value for DWI may be of limited value given major regional differences within these countries.
5. **DW** in the Philippines still **needs to be mainstreamed into other executive departments of the government.**
6. We also suggest to ILO the promotion and coordination of the elaboration of a **National Action Plan on Monitoring Decent Work**, based on **participatory national consultation with all key stakeholders** and with the support of the relevant ILO experts. The above mentioned National Action Plan could be based/integrate the following recommendations.
 - a. **To ensure the involvement of social partners** in the process of drafting, revising, updating and approving the **fifth edition of the Country Profile.**
 - b. To provide **technical assistance at provincial and local level.**
 - c. To develop focused **Country profiles in selected economic sectors..**
 - d. To conduct **awareness rising campaigns** on DW principles among **workers and civil society.**
 - e. To develop a **Knowledge, Attitudes and Practices (KAB)** survey (base and end-line) among **Employers** (entrepreneurs), **policy-makers, legislative and judicial agencies.**
 - f. To focus precise **awareness rising campaigns and training on specific target groups (policy-makers, legislative and judicial agencies).**

- g. Awareness rising campaigns should also take into account the country's geographic/administrative configuration, in order to insure that they reach **region's/local key stakeholders**.
- h. To assist **workers organizations** in designing and adopting a (common) **strategy to assess and monitor progress on DW**.
- i. To assist **employers federations** in designing and adopting a **strategy to mainstream DW among employers organisations**.
- j. To **increase awareness and commitment** with DW principles and practices **among employers by:**
 - Conducting information and awareness raising campaigns.
 - Developing a handbook-Guide on implementing DW on enterprises: advantages (economic, social, corporate image & marketing...), steps and good practices.
 - Disseminating the Handbook-guide
 - Conducting information and training seminars
 - Providing technical assistance to employers
- k. To implement **DW Plans on Pilot enterprises:**
 - Conduct assessments on the DW situation
 - Design action plans to implement DW policies, strategies and actions
 - Introduce monitoring tools and procedures
- l. To **systematise results** on these pilot experiences and extract and disseminate **good practices**.

MAP Final Independent Evaluation

COUNTRY REPORT

UKRAINE

1. ACTIVITIES IMPLEMENTED

All the activities/outputs included in the MAP Project at the national level have been completely and satisfactorily implemented in Ukraine. Further details on the activities implemented and key achievements are provided below.

1. Prepare background country studies

In 2009 a National Background Study was prepared by ILO-Geneva technical specialists and an external collaborator under the coordination of the CTA. The draft version was discussed at the Tripartite Consultation Workshop for Ukraine and generated a Country Profile that was presented and published in 2011.

2. Carry out detailed analytical country studies

As requested by national partners and the Ukrainian Government, the above mentioned National Background Study was extended to the Decent Work Country Profile for Ukraine.

A Draft version of the DWC Profile was discussed at the Tripartite Consultation Workshop for Ukraine (Sept. 2009). In 2010 the State Statistics Committee of Ukraine (SSCU), the Ministry of Social Policy, trade unions and employer organisations, worked together to identify, compile and tabulate Decent Work Indicators; and to process data to analyse decent work trends.

1

The revised and updated Country Profile was presented to National Partners at the Tripartite National Consultation Workshop (April 2011)

A Second Edition of the Decent Work Country Profile was built on the earlier profile, and **a first draft (in English) was published on December 2012**. As far as the evaluators know, this second edition was never presented to the social partners, validated and translated to Ukrainian. It's existence is largely unknown and hence, its usefulness limited.

Furthermore, **a third edition of the Country Profile is currently being drafted** by the Ministry of Social Policy, **financed by the national budget**. This draft is intended to be presented to the social partners to be discussed and validated in the following months.

3. Hold national consultation workshops to identify Decent Work Indicators

The Tripartite Consultation Workshop for Ukraine was held from 15 to 16 September 2009, and was attended by more than 50 participants from the EC delegation in Kiev, various government institutions (Ministry of Labour and Social Politics, Secretariat of Cabinet of Ministers, Secretariat of the President of Ukraine), trade unions and employers representatives, SSCU, scientific institutes, and ILO.

The workshop discussed the draft version of a Decent Work Country Profile for Ukraine, including the national lists of decent work indicators selected as relevant by national partners and the priority areas identified by national partners on supporting data collection and data analysis, and made proposals to improve it.

4. Support NSOs or other relevant institutions in collecting better statistics

The Tripartite Consultation Workshop for Ukraine identified wage statistics as a priority for collaboration between the MAP project and the SSCU. Following the workshop, discussions were held with the SSCU that specified the type of assistance needed.

In this sense, **the State Statistical Committee of Ukraine requested ILO's assistance to improve national capacities on data collection and data analysis**, especially in some dimensions of decent work (informal employment, wages, working time...). In response to that request, a **National Training Workshop** was organized in September 2012 with the participation of SSCU specialists from the 27 regions of Ukraine, the Ministry of Social protection, social partners and academics.

2

5. Hold national social dialogue meetings to disseminate results of country studies

A Social dialogue meeting was held in Ukraine in April 2011; during the meeting, national partners discussed the quality of data, the main results related to gaps on Decent Work and policy recommendations.

6. Publish & launch country studies

The Decent Work Country Profile for Ukraine (1st edition) was published in Ukrainian and English and launched at a press conference in April 2011; the main findings of the study were widely reported on national media.

The National Tripartite Conference *Launch of the Decent Work Country Profile and Media Campaign*, took place in Kiev on 27 April 2011, and was co-organized by the Ministry of Labour and Social Policy of Ukraine and the ILO.

2. EVALUATION CRITERIA

1. Effectiveness

Result 1. Statistics are produced and analysed in line with national decent work strategies and ILO DWCP

Ukraine has made significant progress in a relatively short period of time in identifying, compiling and collecting DW Indicators. DWI were included in the DWC Profile and are being used in analysing labour trends and updating some national statistics and a 2nd edition of the DWC Program. **However, there is still room for improvement in DWI collection, data analysis and DWC Program monitoring.**

Taking the National Background Study as a reference, **national partners** (SSCU, the Ministry of Social Policy, trade unions, employer organizations) **assisted by ILO** technical specialists and an external consultant, **identified Decent Work Indicators.**

Statistical and legal decent work indicators were compiled and tabulated during a first stage in 2009, and then updated in 2010.

Statistics on DW are currently collected and according to the information provided by the SSCU, the Ukrainian statistical database covers:

- 77% of the main DW indicators
- 50% of the additional DW indicators
- **63% of the total of DW Indicators** (main and additional)

3

DWIs are used for national assessment on progress towards Decent Work. DW Indicators are at the core of the **Decent Work Country Profile(s)** and related **data was the basis for carrying out analysis on decent work trends.**

However, we can't consider that the country is yet conducting a systematic and integrated assessment on progress towards decent Work.

Based on the DW Profiles, the Government, Trade Unions and Employers' Organizations in cooperation with the ILO designed a first **Decent Work Country Programme (DWCP) 2008-10** to help reach national and other internationally agreed goals. Based on the evaluation of this first DWCP, the Government, ILO experts and the tripartite partners defined the priorities and strategies of cooperation between the ILO and the country in the **Ukraine Decent Work Country Programme 2012-2015.**

The DW Country Programme sets the strategies and key activities, results and objectives to reinforce the national Constituent's capacities to enhance the influence of Decent Work in Ukraine.

It also includes provisions to ensure effective monitoring and evaluation of the results of promotion of Decent Work objectives. Nevertheless, these provisions are not being fully followed, and “effective” **monitoring and evaluation of the DWC Program is yet to be achieved.**

Result 2. Government, social partners (employers and workers representatives) and other stakeholders are more aware of the dimensions and the level of DW in the country, their capacity to carry out research related to DW has increased, and ownership of the concept of DW has increased

Government and National partners have been trained on Decent Work Indicators; have actively participated in identifying them and in elaborating both the DW Country Profiles and the DW Country Programs.

We conclude that through the project’s activities **Government and National Partners are now more aware on Decent Work issues in Ukraine** that their **ownership** has **increased** as long as their **capacities** to carry out research related to DW.

The **MAP Project has contributed substantially to raise awareness on the concept and dimensions of Decent Work in Ukraine among ILO Constituents.** Government, Worker’s and Employer’s organizations, as well as the SSCU are fully aware of the dimensions of DW in the Country.

4

However, this level of awareness is restricted mainly to these actors and **has not yet attained general society and other key stakeholder’s complete understanding such as other enterprises, NGOs, or the legislative and judicial bodies.**

There is no doubt that **the level of ownership of the concept of DW among Government, social partners (employers and workers representatives) has increased substantially** as a result of the project’s implementation.

Nevertheless, as mentioned above, awareness, and hence **the level of ownership among enterprises, NGOs, or the legislative and judicial bodies is still weak.**

The National capacities to carry out research related to DW have also improved; the SSCU has included DWIs in an additional Survey on Wages on Occupations (expected in December 2013) and is also updating the Labour Force Survey (expected to be applied in 2014).

Although these examples are encouraging, the SSCU, **the Ministry of Social Policy and the social partners still need technical support** to fully develop their capacities to conduct research related to DW.

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

National partners have, no doubt, increased their capacities regarding all aspects of Decent Work and the DWIs and DWCP are key tools that have been used to develop National Strategies and Policies.

However, **there is still room to improve and strengthen capacity to self-monitor and self-assess progress towards DW** and to track progress of DW objectives included in the National Policies.

2. Efficiency

Regarding the **timeline of execution**, special mention is deservedly made of the **production of the first DWC profile**. Indeed the time invested in elaboration and publication might seem excessive, but we believe that at the end it **has largely contributed to strengthen social dialogue; and to achieve a high level of national awareness, ownership and commitment on Decent Work principles**. On the other hand, the production of the latest version of the DWCP, currently being elaborated by the Ministry of Social Policy, is likely to take considerably less time than the first one.

Regarding the cost of the DWCP, some might think it to be elevated (we do not necessarily agree with them), but it has been a one-time investment, as the Ukrainian Government is assuming the cost of producing the latest version.

Regarding the organisation and management of the project we estimate that it has been very efficient, specially taking into account that the ILO staff in Ukraine were indeed scarce (the ILO National Coordinator and his Assistant). In this sense, the **technical assistance provided by ILO-Geneva and Budapest, and the support provided by the Ukrainian Government** (specially the Ministry of Social Policy) and the national ILO constituents has been extremely valuable to the project.

3. Relevance

Although, especially in the last decade, Ukraine has made substantial efforts in improving labour standards and human development, **working conditions are still difficult and insecure**. Reducing inequality and poverty is at the top of the socio-political agenda.

There is consensus among all national partners about the need to advance towards Decent Work in Ukraine and monitor its progress. **The Ministry of Labour, the SSCU, Employer's and Worker's organizations have endorsed the project's relevance** and its significance to contribute to promote Decent Work in the country.

It was during the Working Group on the Measurement of Decent Work of the 18th International Conference of Labour Statisticians in November/December 2008 that **Ukraine offered to collaborate with the ILO to produce** detailed analytical country studies in the form of a **Decent Work Country Profile**.

Government institutions and Social Partners have stressed the high standards and **the importance of the DWI, DWC Profile and DWC Program to guide national efforts in mainstreaming DW into national strategies and policies**.

4. Impacts

The MAP project has generated substantial impacts in Ukraine.

- ***Decent Work principles are now at the heart of the national social and Political Agenda.*** The decent work agenda, activities and processes have been largely taken up and integrated into national policies and strategies:

The Decent Work Country Profile has helped to update the data on decent work in Ukraine and to integrate decent work into national policies. In 2011 a Presidential Decree on poverty reduction and decent work was issued and is recognized as a key part in any policy to eradicate poverty. On the other hand, the Poverty Elevation Program covers all aspects of decent work. We can also mention the 2013 Social Justice Declaration.

- ***Ownership of the concept of DW has notably increased among ILO constituents:***

- The DWCP and DWI have been key factors taken into account to produce the Action Plan of the Ministry of Social Policy for 2013-2015
- Trade Unions have included DW principles and monitoring progress on decent work in their core strategies and objectives.
- The Federation of Employers of Ukraine has included DW as one of the main issues of its social policy.

7

- ***National strategies and policies are being improved to take into account aspects of decent work*** (salaries, security, safety, health etc). Special mention is made of the National Action Plan on Economic Reforms (Chapter on Social Reforms); the Employment Programme 2012-2017; the State Programme on Improving Occupation Safety and Health and Working Environment; or the National tripartite Strategy on HIV at work.

Furthermore, the Parliament of Ukraine has ratified ILO Conventions 155, 174 and 176.

- ***Social Dialogue has been strengthened.*** For the past 10 years the ILO has assisted Ukraine in reforms of the legal framework and institutional foundations of social dialogue, as well as in collective bargaining and labour law enforcement. The MAP Project has substantially contributed to these efforts and the process of producing DWI, DWC Profiles and DWC Programs has indeed reinforced them. As a result of these combined efforts, the country recently adopted a Law on Social Dialogue in Ukraine.

- **National capacities on collecting and analysing decent work indicators have been improved.** On average, the SSCU is collecting 63% of the total of DWIs (main and additional); moreover, the SSCU has included DWIs in an additional Survey on Wages on Occupations (expected in December 2013) and is also updating the Labour Force Survey (expected to be applied in 2014). the Ministry of Social Policy collects and monitors information based on the indicators available.
- **The National capacities to carry out research related to DW have also improved notably,** the SSCU has included DWIs in an additional Survey on Wages on Occupations (expected in December 2013) and is also updating the Labour Force Survey (expected to be applied in 2014).

5. Sustainability

The MAP project has largely contributed to strengthen the technical capacities of National Partners (MoL, NIS, Workers and Employers organisations) regarding data collection and report production. In this sense, **technical sustainability is likely.** However, **some data** is still missing or **insufficiently detailed** (child labour, disabilities, trade union participation, youth unemployment, etc.); there are **concerns** among some social partners **about the DWI data reliability**; and furthermore, almost unanimously, national partners demand a **deeper level of data analysis and recommendations.**

8

The MAP project has also contributed to an increased tripartite coordination and cooperation, and to reinforcing the institutional capacities of all stakeholders involved (MoL, NIS, Workers and Employers organisations), so, **from the institutional point of view, sustainability is likely.**

Awareness and ownership on the concept and dimensions of Decent Work and its measurement **among ILO Constituents and other national partners is clear, thus a certain degree of policy sustainability can be expected.** However the optimum degree of awareness and ownership is not present among policy makers, and despite the fact that the project has contributed to mainstream DW into National Strategies and has positively influenced a considerable number of National Policies, **certain doubts arise regarding the full commitment of the Government** and support (through policy) to Monitoring Decent Work.

The Ministry of labour is leading the production of a 3rd DWC Profile and probably **has enough financial capacity to continue in the future, however national partners still require technical support** from ILO and other potential donors, to fully develop the Ukrainian capabilities **to monitor and assess progress towards Decent Work in a sustainable manner.**

3. CONCLUSIONS

1. The project has proven a **high degree of relevance** and its execution has been conducted with **elevated levels of efficacy and efficiency**, generating **substantial and important impacts**.
2. **DWIs have been identified, related data is being collected and analysed**. National partners are highly satisfied with the DWI and have actively participated in the elaboration of the DWC Profile and Program.
3. However, most of them **stress the need to further develop DWI that reflects better the Ukrainian context** (child labour, disabilities, trade union participation, youth unemployment, etc.).
4. Some of the social partners, especially trade unions, **express some doubts about the DWI data reliability** and ask for “neutral” revision.
5. Furthermore, almost unanimously, national partners demand for a **deeper level of data analysis and recommendations**.
6. The MAP Project has contributed substantially to **raise awareness and ownership** on the concept and dimensions of **Decent Work** in Ukraine among ILO Constituents and other national partners.
7. However, **society and key actors** (legislative and judicial powers, entrepreneurs, regional/local administrations, NGOs...) **are yet to be informed and sensitized about DW**.
8. **The DWC Profile and Program are** considered by ILO and its constituents as **essential and powerful tools to promote DW in Ukraine**, in fact, **they helped to mainstream DW into National Strategies and have positively influenced a considerable number of National Policies** (legislation, declarations, action plans...)
9. Nevertheless, **there is still room to improve and strengthen national capacities to self-monitor and self-assess progress towards DW** and to track progress of DW objectives included in the National Policies.
10. Despite the Government and National partners achievements and contributions, **Ukraine still needs technical and financial support** from ILO and eventually the EC (and/or other donors) **to fully develop its potential to monitor and assess progress towards Decent Work**.

4. RECOMMENDATIONS

1. We strongly recommend to ILO and the EC **to keep on supporting national efforts on promoting monitoring and assessment on Decent Work in Ukraine.**
2. We also suggest to ILO the promotion and coordination of the elaboration of a **National Action Plan on Monitoring Decent Work**, based on **participatory national consultation with all key stakeholders** and with the support of the relevant ILO experts.
3. **Strengthening the local ILO staff with a “MAP focal point”** would be extremely useful and advisable.

The above mentioned National Action Plan could be based on and integrate the following recommendations.

4. **To insure the involvement of social partners** in the process of drafting, revising, updating and approving the **third edition of the Country Profile** (currently being drafted by the Ministry of Social Policy).
5. To provide **technical assistance to national partners** (Ministry of Social Policy, SSCU, Worker's and Employer's organisations) **to reinforce their capacities in data collection and analysis.**
6. **To translate the Manual on DWI to Russian/Ukrainian.**
7. To provide (ILO Statistics Department) **technical assistance to SSCU** to improve/design **new surveys in order to obtain data on all DWI.**
8. To elaborate an **electronic statistic database of DW indicators**, accessible through the internet to all, that can be constantly and regularly updated (quarterly).
9. To revise and update the Country Profile on a **bi-annual basis.**
10. **To adapt the Country Profile** to reflect better the Ukrainian reality.
 - 10.a. To update-extend the DWI with **national needs/contributions.**
 - 10.b. To improve the Country Profile **analytical sections** in order to provide **concrete policy recommendations** based on the collected data.
 - 10.c. To provide **best practises from other countries** to help formulate recommendations.
11. To produce **Country Reports on Monitoring Decent Work** in-between Country Profile publications.

12. To develop focused **Country profiles in selected sectors of the economy**
13. To identify a pilot region to produce a **regional DW Profile** and to collect and analyse **local DWI**, involving regional/local administrations and social partners.
14. To establish a **Tripartite Steering Committee on DW**, chaired by ILO (in the short-medium term). Some of the functions suggested by national partners are:
 - Contribute to revise and update the DWC Profile.
 - Contribute to improve the quality and reliability of the data and analysis.
 - Contribute to implement and monitoring the DWC Program and national progress towards DW.
 - Contribute to produce Country Reports on Monitoring Decent Work
15. The Tripartite Steering Committee on DW is suggested to be housed at the National Tripartite Social and Economic Council.
16. ILO assistance is required by national partners to assist them in **improving national legislation in compliance with international standards**.
17. To conduct **awareness rising campaigns** on DW principles among **workers and civil society**.
18. To develop a **Knowledge, Attitudes and Practices (KAB)** survey (base and end-line) among **Employers** (entrepreneurs), **policy-makers, legislative and judicial agencies**.
19. To focus precise **awareness rising campaigns and training on specific target groups (policy-makers, legislative and judicial agencies)**.
20. Awareness rising campaigns should also take into account the country's geographic/administrative configuration, in order to ensure that they reach **region's/local key stakeholders**.
21. To assist **workers organizations** in designing and adopting a (common) **strategy to assess and monitor progress on DW**.
22. To assist **employers federations** in designing and adopting a **strategy to mainstream DW among employers organisations**.
23. To **increase awareness and commitment** to DW principles and practices **among employers by**:
 - Conducting information and awareness raising campaigns.
 - Developing a handbook-Guide on implementing DW on enterprises: advantages (economic, social, corporate image & marketing...), steps and good practices.
 - Disseminating the Handbook-guide

- Conducting information and training seminars
- Providing technical assistance to employers

24. To implement **DW Plans on Pilot enterprises**:

- Conduct assessments on the DW situation
- Design action plans to implement DW policies, strategies and actions
- Introduce monitoring tools and procedures

25. To **systematise results** on these pilot experiences and extract and disseminate **good practices**.

MAP Final Independent Evaluation

COUNTRY REPORT

ZAMBIA

1. ACTIVITIES IMPLEMENTED

1. Prepare background country studies

A National Background Study was produced in 2010 and it clearly established the status of DW in Zambia and the baseline for further activities. It is clear that a highly participative approach has been used in Zambia. This is important in terms of local ownership. The Study adequately presented the country context for the Decent Work Agenda; the framework for management of the programme; country programme priorities; indications on the degree of advancement of the implementation of the programme; technical cooperation projects related to decent work (ILO and EC); existing data sources and DW indicators; a synopsis and conclusions on key issues including capacity building and awareness needs.

2. Carry out detailed analytical country studies

The Decent Work Country Profile for Zambia was published in 2012. The composition of the DW Country Profile is in line with the project design requirements. It covers ten substantive elements corresponding to the four strategic pillars of the Decent Work Agenda.

1

3. Hold national consultation workshops to identify Decent Work Indicators

A Tripartite Consultation Validation Workshop on Measuring Decent Work in Zambia Workshop was celebrated in 2011. **The workshop discussed and produced recommendations and the way forward for areas of improvement** in data collection, use of the information, responsibilities, and coordination. The workshop was well attended with appropriate representatives from involved stakeholders. **The workshop added to the process of improved coordination between national agencies and the prospects for adequate monitoring of DW in Zambia**. A **clear table of selected Summary Indicators was agreed**; coded and suitably listed under each of the Elements of the Decent Work Agenda with Indicator definitions. This also included sources of data and their availability.

4. Support NSOs or other relevant institutions in collecting better statistics

Zambian representatives attended the **Regional workshop on Labour and Decent Work Statistics for SADC**, organized by MAP, SADC, and ILO Pretoria (November 2011)

The technical assistance needs were clear and well defined. Training was appropriate and the workshop added to the process of improved coordination between national agencies and the prospects for adequate monitoring of DW in Zambia.

The MAP Project supported the design and implementation of the 2012 Labour Force Survey. This was done through Survey Instrument design, training of enumerators and supervisors as well as the pilot survey. Parallel to this, a number of Government officials have also benefited from Training in Labour Market Information System (LMI) at the ILO Turin Centre fully funded by the MAP Project.

The Governments own contribution to the survey was in the order of US\$ 800,000, a reflection of Governments commitment to strengthening the LMI It will add considerably to the data available for the production of future DWCP and for policy making.

5. Hold national social dialogue meetings to disseminate results of country studies

National social dialogue meetings to discuss DW and the results of country studies are held through the **Tripartite Consultative Labour Council (TCLC)** which is tripartite (i.e. Workers Representatives, Employers' Organization and Government), and the Employment and Labour Sector Advisory Group (EL-SAG). The Zambia Decent Work Country Programme (Z-DWCP) Advisory Committee also has a role in this regard. It is important that regular tripartite are held in order that the momentum gained in cooperative discussion continues uninterrupted.

2

6. Publish & launch country studies

A Tripartite National Launch Event of the Zambia Decent Work Country Profile was held in January 2013. Key principles by which the ILO's 2008 guidance on measuring decent work was devised were outlined. Members of the press were present. The event raised important suggestions regarding the future of the measurement of DW.

2. EVALUATION CRITERIA

1. Effectiveness

Result 1. Statistics are produced and analysed in line with national decent work strategies and ILO DWCP

The technical capacity of the Central Statistical Office and the Ministry of Labour and Social Security has undoubtedly been strengthened for data collection, compilation, and analysis. The identification of indicators in line with the DW global indicators (with adjustments as required by practical considerations) and the preparation of a DWCP based on these indicators with a degree of time series analysis has provided a first model for future replication. **For many years the Ministry of Labour and the CSO have produced annual statistics with similar (but not the full range) indicators on DW**

There are **12 Zambia DW indicators that include the Elements of the DW Agenda** (Employment Opportunities; Social Protection; Social Dialogue, Workers and Employers' representation; Fundamental Principles and Rights at Work). **Legal Indicators have been aligned to each of the main statistical Indicators.**

Coordination has been improved through participatory processes between government agencies; workers organisations and employer's organisations. The capacity of Workers and Employers organisations in self-assessing progress on DW needs to be strengthened further as does their advocacy role.

3

Whilst **data analysis and report production requires further strengthening** in the Ministry of Labour it is clear **that future technical assistance will not require the same level of intensity.**

At District level there are considerable weaknesses and this is an aspect that **will require strengthening** over time as decentralisation of policy makes further progress in Zambia. The more that the internal administrative records are used for informing future DWCP the more likely it is that improvements in quality are likely.

The MAP Project supported the design and implementation of the 2012 Labour Force Survey and the Ministry of labour intends to produce LFs every 2 years and it is understood that **a budget for a survey of about US \$ 1.0 million has been approved for an LFS in 2014 following the 2012 LFS** (with analysis finalised in 2013).

The production of the DWC Profile will have considerably enhanced the capacity of all agencies to cooperatively collect, analyse and present data on DW. A comprehensive presentation of the political, developmental, demographic and socio-economic analysis was made. Detailed Indicators on all of the elements of the DW were presented - for some of the indicators in time series from 1998 to 2010 (for example Social and Economic context) and others for specific years (for example for some indicators of adequate earnings and productive work for 2005 and 2008). Data

were interpreted to provide informative text. There is also a sound legal analysis within the profile i.e. labour laws and ILS.

The long timeframe for data collection and analysis is a distinct advantage in terms of the use of the data for establishing not only the absolute data, but also trends with a reasonable level of robustness for some of the indicators, whilst for others the data is out of date and there is insufficient time series data frequency to adequately define trends. Thus **the country profile is more useful for policy making for some indicators than for others and subsequent DWCP need to be produced to update data and provide a better analytical framework.**

The LFS and DWC Profile informed the development of **Zambia's DW Country Program (2013-2016).**

Result 2. Government, social partners (employers and workers representatives) and other stakeholders are more aware of the dimensions and the level of DW in the country, their capacity to carry out research related to DW has increased, and ownership of the concept of DW has increased

National awareness and ownership of the measurement of DW has been partly achieved through the well defined structure of the workshops; the adequate participation of tripartite constituents; the overall workshop content; the establishment of data availability, data gaps, issues, and constraints; and recognition of challenges and future needs. National awareness and ownership has also been improved through the Launch Event. However it is not clear that a well designed and implemented media campaign aimed at external stakeholders was actually designed and implemented throughout the duration of the project. **It is also not clear that ownership has been fully realised, although there are promising signs of commitment to future surveys needed for the compilation of DWCP.**

4

Increased awareness needs to be translated into further action led by the Ministry of Labour in conjunction with the Ministry of Finance (in particular the Department of Planning). The Ministry most responsible for producing future Country Profiles is the Ministry of Labour. Whilst the CSO and the Ministry of Labour are likely to proceed with the necessary surveys in the future, **there is still a major requirement for strengthening awareness at all levels, including the Cabinet, Line Ministries and definitely in workers and employers representative groups.** Until this is done the socio-economic benefits of the measurement of DW will not be fully realised and this will act as a brake on the future achievement of the overall objective.

Decent Work has been, partly, incorporated into national planning. For instance the three main focus areas of the countries revised Poverty Reduction Strategy (Sixth National development Plan, 2013/16) are Inclusive Growth, Rural development and Job creation.

Although it is understood that the **Government and social partners are now more aware** of the need for the measurement of DW it is **not clear that the process and need have been fully endorsed by the political establishment.**

Important to awareness raising, coordination and monitoring are the **Tripartite Consultative Labour Council (TCLC)** which is tripartite (i.e. Workers Representatives, Employers' Organization and Government), and the Employment and Labour Sector Advisory Group (EL-SAG). The EL-SAG has wider consultation. It is a consultative forum-Chaired by the Permanent Secretary of the Ministry of Labour and comprises representatives from key stakeholders active in the Employment and Labour Sector. As such the EL-SAG membership is drawn from the lead Ministry, which the Ministry of Labour and Social Security, other line Ministries, Workers Representatives, Employers' Organization, members from Cooperating Partners, civil society, and the private sector. The EL-SAG reviews sector performance, including Key Performance Indicators (KPI); makes recommendations for the future focus of activities; ensures annual sector budgets; where necessary revise targets and/or performance benchmarks for the KPI; identify / establish technical sub-committees and has or will have an EL-SAG Secretariat.

Regarding the ownership of the DW, it is clear that progress is being made and the inclusion of DW as a theme in the Revised Sixth National Development Plan and other planning documents indicates a **substantial degree of acceptance of DW as a principle.**

An issue regarding report production and ownership has been the production of MAP reports with only the ILO logo on the front cover. The absence of a Zambia national emblem on the front cover has detracted from ownership.

5

Although **DW is on the policy and development agenda**, budgetary commitments are required to provide the necessary resources. The compilation of Profiles on an ongoing basis is required for measurement of trends. There are indications that LFS will continue to be produced every two years - however the extent to which these will be used to prepare future DWCP profiles is not clear. Neither is the allocation of adequate funds for the preparation of Profiles in the future entirely assured. In addition the extent to which data is used is questionable. Finally an impression has been given that **integration of the Profiles into existing Monitoring Information Systems or Key Performance Indicators under the national M&E System has not been fully accomplished.**

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

The MAP project in Zambia has undoubtedly contributed to the development of the Decent Work Agenda, and the capacity of Zambia to self-monitor and self-assess progress towards DW has been strengthened.

Through MAP Project much progress has been made in measuring DW in Zambia, however much remains to be done. Institutionally Zambia is well set up for monitoring labour market progress, but **awareness rising and ownership** among the political establishment **needs to be strengthened**. **The integration of the MAP outputs into national management information systems is still to be fully achieved** and the **need to ensure that the system in Zambia is in line with global methodology** has to be reemphasised, with **DWCP produced on a regular basis to allow for time series analysis**.

2. Efficiency

The Project was well organised with clear responsibilities. The Project Focal Point had both the technical skills and experience in working with involved stakeholders (government agencies) to ensure a high standard of implementation.

The standard of management of the ILO office in Zambia is extremely high (with additional responsibilities for Mozambique and Malawi) and there is substantial prior experience with many projects and ongoing successful collaboration with government and other key stakeholder groups.

The project was implemented in close consultation with all relevant ILO Departments. On the other hand the FP had considerable additional duties and the time that could be allocated to MAP was restricted.

The activities were implemented to a high standard, however difficulties in securing participation on time by all stakeholders did result in delays. However these were minor and did not impact the success of implementation or outputs.

The ILO maintained good relations with Governments, Employers' and Workers' organizations. Co-ordination with Other Development partners was entirely satisfactory. The various stakeholder groups in Zambia participated in all relevant activities, with sufficient representation. The government agencies benefitted from capacity building and appreciation of this was clear. The CSO obviously has the capacity to build on the MAP Project outputs and the technical capacity at of the Ministry of Labour has been improved.

Initial Contractual Arrangements were satisfactory and recruitment of Staff was carried out expeditiously. The administration of the contract with the national consultant who

produced the background Study and assisted in the production of the DWCP was satisfactory.

There were no major budgeting issues. Financial Management, Contribution Agreement and Grant Contract Rules and procedures were followed. Disbursements were mainly on schedule (delayed where the activity was delayed). The financial management of the project was carried out by ILO Geneva.

3. Relevance

The context for the implementation of the Zambia DCWP was and remains relatively favourable. Since 1991 the country has evolved with positive political, social and economic developments. The improvement to the “enabling environment” was a major factor in the successful implementation of the MAP project, although formidable challenges lie ahead. The impact of the enabling environment has been analysed in the publication “Enabling Environment for Sustainable Enterprises”. **It has been recognised that the MAP project is part of a wider mandate and a process that will evolve over time.**

Priorities and needs of the Decent Work Country Programme (DCWP) are aligned to labour issues and priorities in Zambia (job creation for women, young people and people with disabilities; prevention and mitigation of HIV and AIDS in the world of work; workers rights; and elimination of the worst form of child labour) and **the measurement of DW through the MAP project remains totally relevant.**

7

The project is consistent with national development priorities. Poverty reduction and employment creation is a high priority for the Zambian Government, as reflected in the National Employment and Labour Market Policy (NELMP) and in the title of the Fifth National Development Plan (2006-2010) – “Achieving broad-based wealth and job creation through technological advancement and citizenry participation” and in the revised Sixth National Development Plan. Since it joined the ILO in 1964, Zambia has ratified a total of 43 Conventions, of which 39 are currently in force. Included among the ratified Conventions are all eight core Conventions. For decent work to become a reality in Zambia, it is essential to have the fundamental labour standards in place and operational through the national labour laws.

The main challenge in the future is a further understanding of the principles of DW and DW monitoring and its implementation. To this end, many instruments and tools related to decent work have been developed such as the manual and the Toolkit but their application to advance decent work still requires improvement. **Another main challenge is the lack of complete stakeholder commitment to monitoring decent work.**

The DWCP is founded and aligned with key policy frameworks of the ILO, the UN System, and the Zambia Government in relation to the ILO’s DWCP and the United Nations system in Zambia. **The implementation of the project in Zambia has followed**

the response of the overall project to relevant challenges and ILO and EC policies and strategies as specified in the project preparation documents.

Although the link with poverty alleviation is indirect and needs to be analysed more critically, it is conceptually relevant in Zambia **and the poverty alleviation role of DW has been recognised.**

The project is coherent with other donor's initiatives and synergies and avoidance of overlap are clear: The overall ILO country programme is clearly complementary to the MAP project and preceding projects and initiatives have strengthened the enabling environment for the measurement of DW. Given the nature of ongoing consultations with the government and other donors there is little possibility of overlap. Potential synergies are clear, particularly as the MAP project intent is to measure overall national progress in DW which in turn is impacted by the various other initiatives.

Other cooperating partners involved in projects related to decent work are the European Union, the World Bank and various United Nations agencies. ILO works closely with the UN system and mobilizes its support to various employment and labour issues under the UNDAF.

4. Impacts

The immediate intended outputs have by and large been achieved and the MAP project has generated considerable impacts in Zambia.

8

- Overall the impact of the project on government agencies has been considerable, resulting in **improved technical capacity, coordination and strengthening of policy formulation.**
- The MAP Project has contributed to **reinforce the national capacities to carry out research related to DW**, thanks to the support to the **design and implementation of the 2012 Labour Force Survey**
- **The CSO and the Ministry of Labour have produced a 2012 LFS and intend to produce LFS every two years** – this is a major breakthrough.
- Decent Work Country Profile and Indicators establish a **strong basis for measuring decent work and inform policy-making in Zambia**
- The Ministry of Finance and its monitoring and evaluation and planning departments and the Ministry of Labour are well aware of the DW agenda and its principles **have been incorporated into the 6th National Development Plan,**

the Zambia 2030 vision and in the **National Employment and Labour Market Policy (NELMP)**.

- **Moreover the Ministry of Finance is soon to be engaged in designing and then implementing a revised and improved overall Zambia Management Information System (MIS);** starting in 2014 and labour indicators will be included in the system as a matter of priority.
- **DW has been recognised** in government agencies **as an essential element of the nation's employment and labour market strategy.**
- **Social dialogue has been improved,** the *Tripartite Consultative Labour Council (TCLC)* has been strengthened and the *Zambia Decent Work Country Programme Advisory Committee* offers national partners an extraordinary framework to monitor and evaluate progress on decent work in Zambia.
- **Incorporation of DW into private sector development plans and strategies** and improvements to DW ownership among employers is starting to take hold, according to the Employers Association as awareness levels of DW have been raised.

9

5. Sustainability

There are some doubts about the sustainability of the MAP project in Zambia, mainly based on a **partial lack of sense of ownership; a lack of long term allocation of resources;** and the **degree of commitment of the political establishment** to measuring DW according to the MAP model indicators is not clear.

The MAP project has had a major beneficial impact on technical capacity regarding data collection/analysis/report production. In addition **since CSO already had considerable capacity, technical sustainability is likely.**

Regarding the Ministry of Labour further strengthening may be required, particularly with regard to analysis, report production and use of the data. The Ministry administrative data base requires further strengthening in the future to become fully effective in supplying data particularly at sub national level.

Specialist studies are required for a better understanding of relationships between indicators e.g. income and GDP; income and corporate profitability etc. The Ministry of Labour and Social Security have also identified the need to develop indicators that measure aspects related to persons with disabilities. A disabilities survey is led by the UN system is foreseen in 2014. Other areas that the MLSS deem as necessary but are

not measured in current Decent Work Indicators are related to migration. **The MLSS is in the process of developing a labour market information system.**

The MAP project has obviously had a substantial impact on tripartite coordination and cooperation between government agencies and other stakeholders, although recent decision making at political level without consultation is a cause for concern.

The capacity of all institutions has been increased and this will possibly be sustainable from a technical point of view. Weaknesses include non measurement of the informal sector; a weak link between the demand for the labour market information and the **supply side of these labour statistics and inter-agency cooperation needs improvement**

Stakeholders stressed the use of Decent Work Indicators for informed policy-making as the most important benefit of measuring decent work in Zambia. This requires availability of information. **The decision-making process feeds into the policy formulation, review and evaluation of the development frameworks** like the *Sixth National Development Plan (SNDP)* or the *National Employment and Labour Market Policy (NELMP)*.

The Ministry of Labour and Social Security has prioritised the development of a labour market information system. A degree of policy sustainability can be expected as the commitment of the Ministry of Labour and CSO to measurement of DW has at least been partly achieved. **Nonetheless, there is still a question mark concerning full commitment of government policy making bodies** – despite improvements. The “gap between data supply and data demand” by users (policy makers, workers and employers organisations) is evident.

10

In prior years **data collecting activities** have been hampered by the **lack of resources** allocated to this activity through the national budget, which is the main funding source. The CSO's Labour Branch, for example, relies mainly on the funds allocated through the Government budget and does not receive any funding from external sources. The 2012 LFS supported by the ILO is to be followed by LFS every two years and **cabinet approval for funding of an LFS in 2014 will possibly be decided by the end of 2013.** There is optimism that this approval will be made.

3. CONCLUSIONS

1. **Without doubt the MAP project is relevant and will remain particularly relevant in Zambia** as the economy has a long way to go before reaching acceptable levels of per capita income and alleviation of poverty is a long term challenge.
2. **The MAP project has been efficiently implemented** despite a late point of entry **and has achieved most of the immediate anticipated outputs and outcomes.**
3. **Understanding of DW, the measurement of DW** and the role of the MAP project is fairly well understood **and greater awareness have been achieved.**
4. **The tripartite approach has been a major strength of the project** resulting in stronger collaboration and cooperation amongst Zambia organisations, both government and non-government.
5. **The DWCP is of a reasonably high standard**, in line with global definitions and standards and has strengthened the global approach to the measurement of DW
6. **The achievements have been the result of two main factors: i) Although there is a long way to go in Zambia there have been significant improvements to the “enabling environment”- political, social, economic); and ii) the technical competence and high standard of management of the ILO office in Zambia**, allied to the good working relationships that already existed between the ILO and Zambia agencies through several years of labour related projects; and building these relationships further. After the conclusion of the MAP project ongoing discussions and partnership building have continued by the ILO office.
7. **A greater focus on data and report use and local ownership** through understanding and mapping existing Monitoring Information Systems to determine how the MAP project is aligned with these MIS **is needed**. This was not done at the beginning of the project. The result has been a partial sense of lack of ownership and use and limited discussion on the future compilation of DWCP.
8. Government agencies are carrying out regular socio-economic surveys, but exactly how these are aligned to the MAP-DWCP model is not clear.
9. **The assistance given to the CSO and the Ministry of Labour in conducting LFS will have added considerably to technical knowledge**, notwithstanding the fact that the CSO was proficient in data collection prior to the start of the project.
10. However, stakeholders have identified **challenges that are likely to affect monitoring and assessing progress on decent work**. This includes **political commitment** and future resource allocation. The **resources included financial and human resources** as well as the cost of data collection. **Improvements to data analysis and use** of data require prioritisation. One outcome of this is sub optimal coordination between monitoring and policy making.

11. **Zambia and the ILO have a product that can be replicated** – there is insufficient evidence that the DWCP is replicable in view of only a partial sense of local ownership and government agency resource constraints.
12. **There is a need for the ILO to assist with the production of a second DWCP, including further strengthening of capacity.** The 2012 DWCP is out of date and lacks sufficient time series data for trend analysis. Measurement in the informal sector is not carried out and such workers have no or limited access to Trade Unions.
13. **The Zambia Cabinet needs to fully understand and endorse the DW agenda and the measurement of DW.** Effectiveness and Sustainability are not ensured unless the Zambia Government continues to measure DW in line with international standards; to that end **ILO assistance is still needed.**
14. There has been a degree of social dialogue. However:
 - The DWCP is not fully understood and the **analytical capacity of workers organisations remains weak.**
 - **DW generates concern among employers' organisations** over retrogressive changes to legislation that are likely to curtail investment, reduce profitability and thus reduced employment. **The analytical capacity of employer's organisations remains weak.**

4. RECOMMENDATIONS

Zambia has made comparatively rapid progress in recognising the role of DW in socio-economic development. However much remains to be done; the need for DWCP is yet to be internalised and full ownership of the DWCP has only been partly achieved. **The context for furthering the DW agenda and measurement of progress and self-monitoring has improved significantly** and although Zambia still has budget constraints it is clear that official policy will probably be adjusted in terms of resource allocation for DW progress measurement.

The production DWCP requires follow-up to ensure that the initial MAP project investment results in full impact, sustainability and the ability to self assess DW progress.

The revised 6TH National Development Plan and other development plans have recognised the need for DW as a principle for development. There are also advantages for the preparation of a second DWCP in terms of data availability including:

- The finalisation of the 2012 LFS by the Ministry of labour (and CSO)
- The Economic Census (CSO - 2011)
- The Country Census (CSO - 2010)
- Living Conditions and Monitoring Survey (CSO -2012)
- A recent School to Work Transition Survey.
- The intention to carry out LFS every two years by the Ministry of Labour following the 2012 LFs and starting in 2014 with a budget commitment already approved

13

1. Advantage should be taken of this favourable enabling environment **to follow up the MAP project with a targeted 2nd phase.** In this sense we recommend ILO to promote and coordinate the elaboration of a **National Action Plan on Monitoring Decent Work, based on participatory national consultation** with all key stakeholders and with the support of the relevant ILO experts. Included in the consultation process should be the Tripartite Consultative Labour Council and the Employment and Labour Sector Advisory Group (EL-SAG). **The National Action Plan should cover a ten year period** with precise actions to be taken by the different stakeholders following a **“management by objectives approach”**, which aligns specific objectives with actions, outputs, outcomes, results and resource requirements. **It could incorporate the following recommendations:**
2. **Strengthening the local ILO staff with a “full-time MAP focal point”** would be extremely useful and advisable.
3. **Commission a Research Study on Current Reports and current Management Information Systems (MIS)** produced and used in Zambia that include DW measurement. This would probably need to be funded by ILO and its development partners. It can be carried out with a limited timeframe and should not be expensive.

It should include the systems, processes, indicators, reports and use of the various reports in the different MIS that have existed in Zambia for some time. A matrix should be produced as part of this study to show which agency is responsible for managing the MIS and its constituent parts. The existing MIS should be compared to the MAP DWCP to establish similarities and differences and data gaps.

Further, the Study should indicate how a single MIS on DW can be used through consolidation of existing MIS data to produce one DWCP that is usable by different agencies with an interest in the DW Agenda

4. **Produce a second DWCP** in 2014 based on the first (2012) DWCP and following the completion of the 2012 LFS with comparative data on the developments that have occurred between the first and second DWCP and to show how DWCP can be used for policy making.
5. The improvement of **national legislation** in compliance with international standards remains an area that requires ILO assistance.
6. **Design national awareness campaigns** and reinforce the need **to follow up the publication of DW indicator results** with in-depth consultation with policy makers, and the members of the Tripartite Consultative Labour Council and the Employment and Labour Sector Advisory Group (EL-SAG). The campaigns need to be designed specifically for each main target group and cover target groups at national, regional and local levels, including towns
7. **Hold Training Workshops** after completion of the 2nd DWCP on what the data means and how it can be used. This can be part of the activities for the current DW profile if funds are available.

There should be separate workshops for government agencies; workers organisations and employer's organisations. Regarding training workshops for workers organisations these should be held in Lusaka and the Copper-belt (for Kitwe and Ndola based organisations).

8. **Hold a Regional Workshop for SADC countries in Zambia** using the MAP project experience of Zambia and other countries to gain multiplier effects from the Zambia MAP II project. This will enhance the return on investment for all stakeholders including the ILO and EC
9. **Incorporate the production of a DWCP (profile) within the overall National Action Plan on DW** (including timing and resource allocation) for approval by Cabinet to enhance national ownership as well as promote its use for policy development, implementation and evaluation. Future **Profiles should include additional analysis of data targeted to provide information for informing policy**. Economic sectoral analysis is important in this regard

10. Since up to date data will be available in line with adjusted frequencies and intensity of data gathering and analysis **it would be logical for DWCP to be produced following the two year cycle of the LFS.**
11. **Funding needs to be negotiated.** Requirements are likely to be less than those of MAP I. Internal ILO funding could be sought; as first priority including Technical Assistance at country level; **cofunding from the Government of Zambia could be explored and/ or other donor funding could be negotiated.**
12. A **database of DW indicators (in time series)** should be designed including a consultation process that defines the needs of users (including ministries, workers and employers organisations, the Non State Actors sector (NSA), and particularly the policy makers). This DB will be web based and will be one medium for data storage and retrieval. It should be updated in line with data availability.
13. **Research and publicise actions** taken by the tripartite constituents based on the use of DW indicators

MAP Final Independent Evaluation

NON-MAP GOOD PRACTICE

ARMENIA

1. ACTIVITIES IMPLEMENTED

The Monitoring and Assessing Progress on Decent Work in Developing Countries (MAP) project has defined nine pilot countries in different continents, being Ukraine the one selected of the ILO sub-region Europe and Central Asia.

Although **Armenia**, as a Central Asian country, **was not one of the selected MAP pilot countries**, the decision to elaborate a Decent Work Country Profile (DWC profile), after being proposed by ILO field colleagues to ILO Headquarters because of Armenian stakeholders' high interest, was jointly taken by ILO and the constituents in the country, the Ministry of Labour and Social Issues, the Republican Union of Employers and the Confederation of Trade Unions of Armenia.

The activities in Armenia will be assessed using the MAP framework, so that the comparability of interventions can be better undertaken. The activities in Armenia have followed a similar methodology to that of MAP.

In Armenia, a previous Decent Work Country programme (DWC programme) 2007-2011 existed, which has been used as the basis to elaborate the new DWC profile. **The sequence of activities for the elaboration of the new DWC profile and programme has been inspired by the MAP approach.** It is evident that the process in Armenia has been shorter, namely 2 years, in order to make the most of the limited resources for the achievement of the main objective, the elaboration of a DWC profile and a DWC programme. The activities, the respective dates and the participants: of each activity are elaborated below:

1

1. **Assessment of former DW country programme 2007-2011** (End of 2011-Beginning of 2012). *Participants:* Armenian constituents, ILO National Coordinator, ILO external consultant
2. **Elaboration of the draft profile (03/2011-06/2011):***Participants:* Razmik Martirosyan, Lusine Kalantaryan with collaboration of the Institute of Labour and Social Research, Ministry of Labour and Social Issues; and ILO HQ (Graeme Buckley & Nikolai Rogovsky, Integration and Statistics Department)
3. **Validation (11/2011).** *Participants:* Nikolai Rogovsky (ILO HQ).
4. **National Development workshop/National Consultation (03/2012).** *Participants:* Armenian Constituents, Statistical Service, ILO Headquarters, ILO Armenian Constituents, Statistical Service, ILO DWT/CO Moscow (Olga Koulaeva, Irina Melekh), Regional office for Europe and Central Asia (Daniel Smith) and PROGRAM (Graeme Buckley, Anne Schalper).
5. **Publication of Profile - English version (06-07/2012).**

6. **Elaboration of the DWC programme 2012-2015.** (During 2012).
7. **Launch event** (05/2013). *Participants:* Armenian Constituents, Statistical Service, ILO Headquarters, ILO National Coordinator of Kyrgyzstan and others (Ministry of Education, Social and labour research institutions, UN organisations, other donors).
8. **Translation into Armenian of the DWC Profile** (07/13).

As the first activity, the former **DWC programme 2007-2011 was reviewed**. Most participants have very positively assessed this task. This review was the main input for the **elaboration of the draft DWC Profile** (Activity 2). An external ILO consultant – former Minister of Labour and Social Issues- was responsible for compiling all contributions, led by the Head of labour Statistics Division and different ILO Departments (Integration, Statistics and Strategic Programming and Management), but with close cooperation with the Institute of Labour and Social Research of Armenia, other constituents and specific consultancy services in legal issues.

The draft was discussed in a **validation workshop** (Activity 3) with the ILO Department of Integration and ILO Moscow. The **national consultation** (Activity 4) was organised with all constituents, the Armenian Statistical Service and representatives of ILO Headquarters, ILO Europe/Central Asia, and ILO Moscow. This participation from different ILO offices has been underlined as a positive example of institutional collaboration. The **publication of the English version** (Activity 5) has accompanied the process.

2

In parallel during 2012, ILO and the constituents mainly elaborated the **DWC programme**, based on the DWC profile (Activity 6). The final **launch event** (Activity 7) was in May 2013 with attendance of all constituents, ILO Headquarters, the ILO National Coordinator of Kyrgyzstan and some other donors, such as the World Bank (WB), the European Union (EU) and other partner organisations. The **Armenian version** of the DWC profile (Activity 8) has been recently finished (July 2013).

2. EVALUATION CRITERIA

1. Effectiveness

Although the DWCP activities in Armenia have led to the identification of Decent Work Indicators (DWI) (Result 1) as part of the DWC profile elaboration, and the main constituents and the Statistical Service are more aware of the dimensions and the level of DW in the country (Result 2), the effects on the national partners' capacity to self-monitor and self-assess progress towards DW are still limited (MAP specific objective) and improving the measurement of DW progress in Armenia still shows room for improvement.

The measurement of DW is different to that of the MAP project, which attempts to promote a process around the identification of DWI, their application, monitoring and use for policy changes. In the case of Armenia the activities have started to generate debate on DW and DWI, leading to the production of the DWC Profile and the DWC programme. However, after the production of the specific outputs, no follow-up activities are foreseen yet. Therefore, the transition to a process is limited. The next step needed to promote continuous DW debate, policy making and progress in monitoring DW, remains uncertain.

Result 1. Statistics are produced and analysed in line with national decent work strategies and ILO DWCP

3

Regarding the **identification of DWI indicators**, the **intense involvement of the Armenian Statistical Service and the Institute of Labour and Social Research** has to be underlined. The Statistical Service of the country, **applying the MAP methodology and with support of the ILO Statistical Department developed the DWI framework**, using existing labour statistics from the Labour Force Survey, the Household Living Conditions Surveys, other reports and administrative registers. The constituents contributed with administrative data as well.

This process has been very enriching for the Statistical Service, especially for the Head of Labour Statistics, who stresses how it has raised awareness on DW in her team and has helped to identify where their information gaps are. From the 64 indices proposed in the original ILO methodology, they elaborated 50, after making some adaptations and harmonising their existing time series data. According to the Labour Statistics Division, the DWC profile is more than a statistical tool, because of its importance for the country as a whole in terms of policy making.

The Statistical Service was intensely involved in the elaboration of the profile during six months, but without additional human or financial resources. There was a structural problem of limited resources. In this context, the high motivation, the commitment and the competence of the Head of Labour Statistics has to be underlined. Accordingly the Labour Statistics Division, besides having improved the understanding of the DW

concept, has now incorporated some elements in its regular work that comes from the process: regional and gender disaggregation and the use of the median wage for the section adequate earnings and productive work. This last indicator is now requested from various officials.

Result 2. Government, social partners (employers and workers representatives) and other stakeholders are more aware of the dimensions and the level of DW in the country, their capacity to carry out research related to DW has increased, and ownership of the concept of DW has increased

The DWC profile related activities have shown that the research capacities of Armenia to research, collect and analyse data and produce reports exists. All stakeholders have positively highlighted the competence of the Head of the Labour Statistics. **DW related data, although with gaps, are also available. However, the human and financial resources are limited, especially to respond to additional requests or to regularly update the DWC profile** as a separate product apart from their regular statistical surveys.

All constituents underline the usefulness of the DWC profile to have a clear picture of the whole DW context in the country, as well as of the specific DW dimensions. The stakeholders positively assessed the elaboration process, led by ILO and based on tripartite consultation, because it has improved the quality of the DWC profile. They positively stress the comprehensiveness of the approach. There is consensus on the idea that the suggestions of the constituents during the elaboration of the DWC profile and programme, improved the quality of the profile.

4

The DWC profile definitely contributed to increase awareness of the DW related challenges, reinforcing the knowledge of most of them, especially as key themes are now being publicly discussed, such as the minimum salary, the OSH and the reform of pensions.

The Ministry of Labour and Social Issues underlines the use of the DWC profile as a consultation input for the new Law of Employment(not yet approved);the Employment Strategy 2013-2018, which includes DW working conditions as a concept, and unresolved issues of the current Labour Code. The combination of DW related statistics and legislation is stressed as particularly useful. The analysis of the existing legislation is quoted as a very useful part of the DWC profile as input for current and future law amendments. While the Ministry of Labour and Social Issues insists on its commitment towards DW, other constituents are more critical and show concerns about drafting a new employment law and taking key measures that are not in line with the DW profile. The proposal for the minimum salary establishment mechanism and the reform of the Labour Inspectorate are examples of measures that have not been discussed in the framework of the National Tripartite Commission.

The Confederation of Trade Unions of Armenia see the DW profile as a consultation document that analyses the overall DW picture, especially throwing light into the OSH

dimension, **but underlines divergences of current policy making compared to the DW goals.** They use the document as an **input for their Action Plan** as well.

According to the Republican Union of Employers of Armenia (RUEA), the DW profile, is of high quality and has been useful to formulate its Working Plan as well. Reaffirming his satisfaction with the quality, **the RUEA representative has stressed its utility for the National Tripartite Commission and for the Tripartite Agreement** at the level of State Employment Service Agency. It has been also useful for bilateral cooperation agreements with the trade unions.

Regarding social dialogue, it is highlighted that the DWC profile is now used as a reference in several debates in the context of bi- or tripartite meetings. Armenia still lacks experience in articulating social dialogue. The national Tripartite Commission was first established in 2009 and is still showing institutional weaknesses. However, the Tripartite Agreement has been extended for the next three years. This Agreement quotes some elements of the DWC profile. The tripartite articulation is at an interesting stage, and, although not consolidated yet, because it is a new institutional culture for the constituents, workers and employers are especially very aware of the strategic importance. One positive example of bilateral agreement (trade unions and employers) was the joint rejection of the mandatory insurance for industrial workers drafted by the Central Bank.

The use of the DWC profile on ILO's side is evident. It facilitates an integrated vision of the country DW context and of the specific dimensions, making possible a focus on the institutional work in a contextualised way. According to the stakeholders, it is also a transparent fundamental mechanism to define the areas of collaboration between ILO and the Armenian government. Additionally, it has improved the quality of the new DWC programme.

5

At this early stage, the ownership of DW as a concept in the political debate is still incipient. It is evident that MAP type activities have contributed to focus the debate and to improve awareness and understanding on the concept. The constituents have agreed on the importance of this perspective, and **especially workers' and employers' organisations are beginning to realise the potential of the DW agenda for social dialogue and political advocacy.** However the political will to fully commit to DW policies remains ambiguous.

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

Although the activities to elaborate the DWC profile have **fostered technical capacity and understanding of the DW concept**, as well as **improved awareness**, as an input for debate **at policy level and in the context of the social dialogue**, there is **insufficient use of the data to initiate the self-monitoring and assessment of the DW agenda in the country.**

Positive factors, such as the motivation and commitment of constituents, the existing technical capacity (research and statistical) as well as adequate strategies for information collection, data availability and the high quality of the ILO team inputs, have contributed to the achievement of results.

On the other hand, the elaboration of the DWC profile, because it ended with the publication of the profile, is perceived as an output, especially now where constituents are confronted with the end of the activities. Although all constituents understand the need to endorse it as a process, they are aware of the need of additional resources to deepen results, such as training in statistical production and the use of the statistics for policy objectives, addressed to researchers, statisticians, policy makers and media. Other more structural factors, such as the lack of ILO technical expertise in the country and a lean institutional structure, and no financial resources to support the measurement of DW progress, prevent the transition to an ongoing process approach.

2. Efficiency

The efficiency of the elaboration of the DWC profile and programme can be positively assessed. A good collaborative arrangement among different ILO departments and offices, well-focused financial resources on main activities and the good quality of outputs contributed positively to an efficient process. On the other hand, however, also due to limited resources, continuous monitoring and regular follow-up to foster the use of such outputs is a missing element.

6

It has to be underlined that the ILO structure in Armenia is very lean. There is only one National Coordinator who is responsible for the overall coordination of all of the ILO activities in the country. She was the main contact person in charge of organising the activities, coordinating the meetings and contracting the consultants, doing the logistical arrangements of the ILO missions and ensuring the efficient overall implementation of the DWC profile related activities (See section 1). She has showed a high degree of efficiency in articulating the different efforts and organising the events.

The technical support was provided by ILO Moscow (validation workshop and national consultation), **ILO Europe and Central Asia** (national consultation) **and ILO Headquarters**, specifically the Integration (continuous support) and the Statistics Department (Draft elaboration) and PROGRAMME (Draft elaboration).

There is consensus between ILO and the constituents that this has been a good example of institutional collaboration and generated high quality outputs. In terms of cooperation arrangements with the national constituents, the ILO Moscow office has a long-term working relationship with them. ILO Moscow provides technical support in the strategic topics, while the ILO National Coordinator in Armenia has been the key person ensuring the implementation of all activities.

In terms of financial resources, the Department of Integration (ILO Headquarters) was able to mobilize Finish Technical Cooperation funds. **It is estimated that a global amount of approximately US \$ 36,000 has been invested**, from which \$ 14,000 was assigned to external consultancy and translation services; \$ 10,000 for the ILO team missions; \$ 6,000 to the three workshops; and \$ 6,000 to additional editing, translation and printing.

The activities (see section 1) have been implemented in a logical sequence, **following the MAP approach with quantitative and qualitative differences to the MAP project, due to the limited resources and the lack of technical ILO presence in the country.**

There is consensus on the fact that the DWC profile and programme are high quality outputs. It can be stated that compared to the previous DWC programme, the quality of **both documents has been improved**; not only the description of the socio-economic context but also the depth of the DW country analysis.

Although the English version has been launched and published and has been positively received by the constituents, **the Armenian version of the profile, recently finished and improved, will be key for dissemination and further use.**

Regarding the DWC programme, although it already serves as a basis for collaboration between ILO and the government of Armenia, its signature is still pending. Negotiations are still in progress to include a reference of the ILO Convention of 1947 on the Privileges and Immunities of the Specialized Agencies, as a condition to sign the DWC programme 2012-2015. This is not related to the quality of the DWC programme, but a common issue ILO has to address with some of the Central Asian countries.

7

Because ILO has no installed technical capacity in the country, activities to promote the use of these outputs (e.g. training, dissemination at regional/municipal level) **were not part of the planned activities, due to the limited resources.** It is still early to make an overall assessment, because the Armenian version has recently been finished and is not yet disseminated. This will be a challenge for ILO.

With the regular ILO activities in Armenia, it is the **ILO Office for Eastern Europe and Central Asia and the Armenian leadership who assume the monitoring and follow-up of the DWC programme.** The programme is not signed yet. A monitoring mission has made an assessment of the first DWC programme 2007-2011, which has served as the basis for the elaboration of the next programme.

Despite the limited resources and the lack of ILO technical presence in the country, the activities to develop the DWC profile and programme have been organised in a very efficient way, generating, according to the main stakeholders, high quality outputs. How far these outputs have been used is directly linked to further dissemination, follow-up and training activities. To date, these activities are not yet foreseen.

3. Relevance

The relevance of elaborating a DWC profile and programme and measuring DW progress is reasonably high in Armenia, because it supports national policies and responds to current needs of the constituents; it is line with ILO's and EU priorities in the context of the cooperation with Armenia and also complementary with other donors' initiatives (e.g. the German GIZ and UNESCO).

In terms of timeliness, the elaboration of the DWC profile has been very appropriate. The current government has been working on a **new Law on Employment-** now in a draft version that is being discussed at Parliament- and on the **Employment Strategy for the period 2013-2018**, now approved. **Current urgent priorities in the national context as stated by the Ministry of Labour and Social Issues**, such the mechanisms for setting the minimal wage, and the Labour Inspectorate reforms in the context of occupational safety and health (OSH) **are explicitly addressed by the DWC profile 2011 and programme 2012-2015.** Decent working conditions are to be promoted, according to the Employment Strategy.

Other important issues quoted by the constituents, such as **the institutional strengthening of trade unions and employers' organisations** or the protection of **migrant workers**, are **also aligned with the updated DWC programme.**

The DWC profile and programme in Armenia are also in line with the regional working priorities of the ILO Europe and Central Asia as well as with the global ILO DW agenda. The DWC profile and programme, are coherent with the institutional mission to improve the DW measurement, to which the MAP project also responds.

In terms of EU policies in the country, the EU-Armenia action plan 2006-2011 includes some complementary actions in line with DW, such as: 1. Continue reform efforts in the fields of labour, social security and social protection; and 2. Strengthen the administrative capacity of the Public Employment Services (PES), and the Labour Inspectorate and social services agencies, in particular at regional level. In the Armenian National Indicative Programme of the European Neighbourhood and Partnership Instrument 2011-2013, employment is mentioned, although the DW concept is not explicitly mentioned. The EU in the country also funds complementary projects on vocational training, labour rights and labour migration.

Other member states, such as Germany through its International Development Agency, GIZ, (e.g. strengthening some of the Employers' organisations) and Italy are supporting labour related issues, as well as other UN organisations, such as UNICEF (vocational training) and UNDP (vocational education, training and youth).

4. Impacts

At this early stage, the impact of the DWC profile related activities is very limited, although it shows potential in the country. Main constraints to achieving high levels of impact include the institutional weakness of the tripartite social dialogue, the still ambiguous political will to implement policies aligned with DW and the limited ILO resources in the country for follow-up.

- The most evident positive impact of the activities has been **to put DW on the agenda of the constituents as a strategic, new perspective**, to address labour related challenges.
- As mentioned, **the new law of Employment makes some reference of the DW profiles, as well as the new Employment Strategy 2013-2018**, however, to what extent those declarations of goals will be implemented remains uncertain, especially in the context of the recent reform of the Labour Inspectorate or the proposed pension reform.
- In line with this, the measurement of DW will not be continued as it has been done in the profile, although there **is high interest from the Ministry of Labour and Social Issues and the Statistical Service in doing so**. However, no signs of assigning resources are evident to date.
- **The new Armenian version of the DWC profile has updated some indicators** from the English version that used 2010 data, so that a **more updated reference can be used**.
- Beyond that, no additional human or financial resources for the Labour Statistics division are expected. Nevertheless, according to the Head of Labour Statistics, **some elements of the profile, i.e. of following some standards, have been included in its next three-year working plan**.
- **The employers' and workers' organisation are clear on DW objectives**, which they have included in their respective working plans, however they confront institutional weaknesses.
- **The social dialogue culture, still incipient in Armenia, might foster progress making challenges and potential for joint solutions possible**. The DW profile as an informative tool is being used for some debates, but there is room for improvement.
- In terms of other donors, there is also **potential to improve synergies**. The EU, implementing complementary projects on vocational training, labour rights, and labour migration, could make explicit dissemination of the DWC profile, especially now with the new Armenian version.

- **The DWC profile activities have increased expectations of continuation among constituents.** With the incipient awareness on DW, **the context is favourable to further promote ownership among the involved tripartite constituents and beyond.**
- **Two factors would reinforce impact: additional resources** to transform activities into a regular process, **and political will.** In this regard **the ILO could contribute to both** by mobilising additional human or financial resources to measure DW progress in Armenia and to continue working on DW awareness, ownership and political commitment.

5. Sustainability

The sustainability of the DWC profile process and its use is not clear. Although all stakeholders, ILO and the constituents are willing to continue the process and update the DWC profile regularly, explicit measures are not visible yet.

While ILO has a lean structure in the country to follow-up on the DW measurement and there are no on-going projects that could assume this task, **the Ministry of Labour and Social Issues underlines its limited resources** to finance in general labour market studies, pointing out the constraints imposed by the Ministry of Finance and Economy since 2008.

10

Political will is still ambiguous regarding DW measurement, not only at the level of the Ministry of Labour and Social Issues, but also the overall government level, and specifically the Ministry of Finance and Economy. There is an apparent weakness of the Ministry of Labour in the government context.

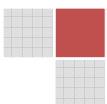
The Statistical Service, on its own, is not capable to assume the overall task of monitoring and measuring DW and stresses the impossibility of enlarging the questionnaire of the Labour Force Survey with the existing resources.

While financial sustainability remains unclear, institutional sustainability shows positive elements. The Statistical Service has incorporated some elements because of its involvement in the DWC profile related activities, as do the rest of the constituents in their respective action plans. The Tripartite Agreement has been extended as well, so that the tripartite platform will continue for three more years, ensuring continuation of tripartite debates.

In terms of ownership, as it has been mentioned, the Armenian version, recently published, can generate a new impetus to strengthen adoption of the process amongst constituents and other labour market participants. A potential continuation of the initial process may benefit from placing an emphasis on adoption through an increased level of dissemination, training, a well designed media campaign, etc. Especially in a context where the political will is still ambiguous regarding DW policies,



the work on awareness emerges as a key aspect of a further phase of improving the measurement of DW.



3. CONCLUSIONS

- **The design of the sequence of activities in Armenia has been coherent and appropriate** according to: 1) the MAP approach; 2) the existence of a previous DWC programme in Armenia and; 3) the country situation in terms of DW debate and ownership.
- **The update of the DWC programme based on a DWC profile addresses key topics that are being broadly discussed now in the country**, such as the mechanisms for setting the minimum wage or the recent reforms of the State Labour Inspectorate. In methodological terms, the sequence also follows the main MAP activities that are needed to elaborate the DWC profile and programme.
- The approach in Armenia took into consideration the limited financial resources and the modest ILO presence in the country (one National Coordinator), **making use of other ILO Departments at Headquarters (Integration, Statistics, Programme), ILO Moscow and ILO Europe/Central Asia.**
- However, **the limited resources from ILO in Armenia have constrained the possibility of ensuring the continuation of the process that has been initiated.**
- In addition the necessary activities are **not framed in a continuous strategic process** yet, something that **limits further potential achievements.**
- It can be stated that, **compared to the MAP process, the implementation of activities has been within a shorter** timeframe and has not included the publication of the discussions nor discussions with additional stakeholders, e.g. at provincial/regional/municipal level.
- **Specific financial support to the Statistical Service of Armenia, training and knowledge-sharing workshops or other follow-up activities were not included**, due to limited resources. Nevertheless, **the main outputs, the DWC profile 2011 and the DWC programme 2012-2015 have been generated to high quality standards.**
- Apart from specific uses of the DWC profile, further outcomes in terms of measuring DW progress and **DW related policy making would need continuous ILO support in technical and financial terms.**
- After the application of this MAP approach in Armenia **some lessons learned can be highlighted:**
 - the positive feedback of the methodological approach elaborating the DWC profile and programme based on consultation with the constituents and with a broad perspective of DW;

- the possibility to reduce costs, e.g. in publishing the discussion;
 - the importance of motivation and commitment of constituents;
 - the need to have additional resources to support the regular statistical monitoring, decentralise the discussion (provincial/municipal level) and undertake training with the main stakeholders, such as researchers, statisticians, policy makers and media, for the use of data for policy making.
- In order to translate these relevant activities that stimulated the DW debate in the country into a continuous process, **additional support and regular follow-up is needed.**
 - By following the MAP rules of engagement to elaborate the DWC profile and programme, **Armenia, although not selected as a MAP pilot country, has proved the MAP approach to be effective.** It has to be underlined that there is consensus on this among the involved ILO departments and the Armenian constituents.
 - The high quality DWC profile has served to **broaden the perspective of constituents and increase awareness on DW and improve the relations among the different DW actors.**
 - **The profile is very useful as an analytical and consultation tool** for each of the constituents and for the social dialogue discussions.
 - **The process** to jointly elaborate the profile **has been appropriate** and assessed positively by all the involved stakeholders.
 - **Factors that have reinforced the positive experience encompass:** an efficient organisation of activities in the country, focused financial resources, a well-coordinated ILO team from different departments and offices contributing with high quality inputs to the documents, existing research and statistical capacity in Armenia, available data, high motivation and commitment of constituents.
 - **Constraints to further achievements are related to** limited financial and human resources in the sense of ILO's technical presence in the country, institutional weakness in the social dialogue and ambiguous political acceptance concerning the DW policy agenda.
 - Since expectations among constituents have been increased regarding continuity of the initial process and **capitalization of outputs and results increased efforts to continue with the process would be strategic.**
 - At the level of the DWC profile related activities **the publication of the Armenian version and its dissemination would be the next challenge.** Dissemination to all key stakeholder groups is required at all levels. A second phase could address the

consolidation of the DW concept and increase awareness and understanding of the methodology, the process and the use of data.

- At institutional level, the most important challenge is **the strengthening of social dialogue**, not only at national level, but also at regional level. The promotion of its importance, the strengthening of the social partners and the functioning of the institutional set up is a key challenge.
- At policy level, as mentioned, current challenges encompass the approval of the new employment law and its implementation, the mechanism to set the minimal salary, the OSH and the pension reform. **A continuation of the process should take this into account in order to set priorities**, for example in terms of DW measurement. Here south-south exchange of knowledge and experience would be strategic, not only with regional partner countries but also from other global regions.
- **In general, this 'shorter version' of the MAP approach has been useful and necessary, but is not sufficient to transform the DW measurement into a regular process in the country or to promote and ensure DW policy-making.**
- Accordingly **a process approach is needed**, so that: 1) further support in terms of human and financial resources is secured to increase awareness in a more substantial way; 2) technical capacities to measure DW are increased; and 3) social dialogue and political commitment are strengthened.

4. RECOMMENDATIONS

1. Dissemination strategy: Disseminate the Armenian updated version of the DWC profile, if possible among constituents and beyond, and at regional level.

A launch event for the Armenian version is recommended. Additionally, other ways to broaden dissemination could be to engage the EU (and/or other donors) that are implementing DW related or complementary projects. The preparation of a well designed media campaign is advisable. Regarding the constituents, training on how to disseminate the profile among their members is required (workers and employers) and among their decentralised units and associated research institutions (Ministry of Labour and Social Issues). The Ministry of Education would be key for dissemination, while the Ministry of Finance and Economy might be a strategic participant in a dissemination event.

2. Sustainability of results: Ensure the continuation of the initial process in Armenia

In the current country context and considering the motivation and expectations of constituents and the Statistical Service in the country, it would be advisable to mobilise resources to continue with the monitoring DW process to take advantage of the initial results. First, ILO might use other projects and/or its regular advisory role in Armenia to disseminate results and collect ideas to continue the initial process.

15

As mentioned, dissemination and training for researchers, statisticians, policy makers and media, and additional resources for the statistical service would be the main challenges to continue measuring specific DWI that might be strategic for the current reforms (minimal salary, OSH, pension reform). Other key issues are labour migration and the implementation of the new Employment law. The strengthening of social dialogue is a key challenge to be addressed as well, from awareness raising at national and regional level, to the strengthening of the social partners, the functioning of the tripartite national commission and other tripartite dialogue structures at sector and regional level. The strategic alliance with the EU could be a possible source of collaboration and funding.

3. Global knowledge sharing: Capitalize MAP results in non-MAP countries, such as Armenia

There are some MAP results in specific countries that might be interesting for Armenia and those countries do not need to be neighbouring countries. For example, Armenia is now debating the mechanism to set the minimum salary and Brazil has already been through the same process. A South-South approach might be a way of promoting knowledge exchange in this area.

4. Strategic thinking: Reflect on increasing ILO presence in the country in order to ensure DW follow-up

Armenia, at this stage, confronting key DW challenges, with an incipient culture of social dialogue and an uncertain economic context, could make use of strategic ILO support in key urgent topics. It might be interesting to reflect on the possibility to strengthen the ILO technical presence in the country to follow-up DW progress, with special focus on the current challenges. It could be implemented as a project component or through a follow-up initiative in alliance with other donors, for example the EU. According to some constituents, it is now very relevant that ILO keeps 'asking the questions' (on DW related issues).