Governing Body

325th Session, Geneva, 29 October–12 November 2015

GB.325/PFA/6

Programme, Financial and Administrative Section
Audit and Oversight Segment

PFA

Date: 12 October 2015
Original: English

SIXTH ITEM ON THE AGENDA

Discussions of high-level evaluations (strategy and DWCP evaluations)

Purpose of the document

In the present document, the Governing Body is provided with a summary of the findings and recommendations from three high-level evaluations conducted during 2015:

Part I. Independent evaluation of the ILO's Technical Cooperation Strategy 2010–15;

Part II. Independent evaluation of the ILO's strategy and actions for strengthening labour inspection systems (2010–14); and

Part III. Independent evaluation of the ILO's Decent Work Country Programmes, strategies and activities in the Caribbean.

The final section of each evaluation summary contains a set of recommendations requiring follow-up and an Office response. The Governing Body is invited to endorse the recommendations and request the Director-General to ensure their implementation (see draft decision in paragraph 135).

Relevant strategic objectives: All strategic objectives.

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

Legal implications: None.

Financial implications: Changes in resource allocations within approved budget level may be required.

Decisions required: Paragraphs 25–38, 75–82 and 117–126.

Follow-up action required: Follow-up to the recommendations will be reviewed by the Evaluation Advisory Committee and reported on to the Governing Body through the Annual Evaluation Report.

Author unit: Evaluation Office (EVAL).

Related documents: GB.325/POL/6.

Introduction

1. This report summarizes the findings of three high-level evaluations conducted by the ILO's Evaluation Office (EVAL) in 2015. All evaluations were undertaken using standard Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) evaluation criteria and building on the approach presented in the ILO's high-level evaluation protocols for outcome strategies and Decent Work Country Programmes (DWCPs). The evaluations use secondary data sources as well as substantial original surveys and carefully structured and selected sets of country case studies.[1] Data derived from different methods and sources were triangulated to ensure consistency and reliability. A six-point rating scale, ranging from very unsatisfactory to very satisfactory, was applied whenever appropriate to complement the evaluation findings. The high-level evaluations aim to generate insights into organizational-level performance within the context of the ILO's results-based management system and are expected to contribute to decision-making on policies and strategies and accountability.

Part I. Independent evaluation of the ILO's Technical Cooperation Strategy 2010–15

Purpose and scope

2. The evaluation of the Technical Cooperation Strategy 2010–15 was undertaken with a view to informing the preparation of the forthcoming development cooperation strategy. Following consultations with constituents and senior ILO officials at the inception stage, it was determined that, in order to provide a useful analysis, the team of evaluators would need to evaluate the overall performance of the ILO's technical cooperation in the context of its intended normative and development results.

Summary of findings

A. *Relevance*

3. The Technical Cooperation Strategy 2010–15 appears to be largely an action plan for the implementation of the ILO's reform commitment as they pertain to technical cooperation, focusing on internal institutional objectives. It is weak in terms of explicit development-oriented objectives, reducing its value added and relevance as a framework for the implementation of the ILO's technical cooperation during the period in question.

4. Among member States, the value added by the ILO is seen to be its relevance to economic growth and transformation, as a source of technical expertise, and a repository of knowledge and comparative experience on labour. Technical cooperation is the principal channel by which member States and constituents access this knowledge and expertise. It is, therefore, critical for the ILO's core normative, standard-setting mandate. The evaluation found that national stakeholders value highly the substantive role of the ILO.

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[1] Case studies for each evaluation are available on request.

5. Constituents praised the ILO's responsiveness to their requests and the access they received to targeted technical advice and support through regular budget and Regular Budget Supplementary Account (RBSA) funds.

6. DWCPs are the main instrument for implementation of technical cooperation. They are developed in consultation with tripartite partners, particularly with governments, and are usually aligned with national development strategies, policies and planning instruments. As employment is fundamental to poverty reduction and development in most countries receiving technical cooperation, aspects of the DWCP outcomes were also regularly found to appear in key UN system-wide documents. Recognition of the mandate and value of the ILO is consistently high among its constituents and the ministries of labour, but far less so among other ministries.

7. In the countries visited, the ILO tended to identify technical cooperation projects that directly addressed issues of special concern to women. They may be the transformation of the informal sector as a whole, or labour rights in sectors where women dominate, such as migrant domestic workers in South Asia and the countries in the Arabian Gulf, or garment factories in Bangladesh and South-East Asia, or even HIV/AIDS in the workplace in eastern and southern Africa.

B.   Coherence

8. The majority of ILO projects reviewed had a duration of less than three years due to the structure of extra-budgetary funding. This limited design coherence, since it is understood that: (a) projects cannot deliver their intended results within the available time; and (b) the achievement of outcomes and impacts largely occurs after the projects' closure. Despite these challenges, the evaluation noted that, in response to donor requirements, programming documents continue to try to define the results of short-duration projects in terms of national impact.

9. At country-wide level, DWCPs, United Nations Development Action Frameworks (UNDAFs) and United Nations Development Assistance Plans (UNDAPs) were found to assist in establishing coherence among the projects formulated and implemented by various UN entities. The lowest level of coherence was found in countries that did not have formal ILO representation. Here, project teams tend to run their projects separately, and there is less systematic coherence and coordination.

C.   Effectiveness

10. There is widespread satisfaction among constituents with the effectiveness of the ILO's technical cooperation activities. They generally deliver their intended outputs at the expected professional level, reinforcing and complementing work on international labour standards. However, this perception is tempered by the fact that interventions are often too small to have a national impact, resulting in the need for other stakeholders to implement the changes at scale. However, it is often beyond the limited capacity of ILO country teams to influence larger donors or development banks, particularly where there is no country office.

11. Overall, DWCPs tend to be conceptual documents, consisting of broad sectoral analyses followed by proposed priorities with outcomes and indicators. In none of the cases reviewed were the DWCPs costed and anchored in budgets. As a result, they are somewhat theoretical and, unless costed, cannot be the basis for realistic results-based management.

D.   Efficiency

12. Many donors interviewed consider the ILO's 13 per cent charge for extra-budgetary technical cooperation (XBTC) support costs to be high and uncompetitive. This figure contrasts negatively with the 5 or 7 per cent support costs charged by other UN funds and programmes and non-governmental organizations (NGOs) as well as the 5 per cent that is rapidly becoming the norm under UNDAPs. However, it is not clear whether the overheads charged by other agencies and NGOs are an accurate or realistic reflection of their administrative costs or whether they include the same elements in their calculations as the ILO when determining support costs.

13. Several donors reported negative experiences with the efficiency of ILO technical cooperation, particularly at start-up, often resulting in project extensions. These were mostly associated with delays in recruitment or procurement. Some ILO technical cooperation project personnel, in countries lacking an ILO representative, were strongly critical of the difficulties they faced because of their lack of authority over recruitment, procurement and financial management. This has proved particularly challenging in instances where their managers (based in other offices) are unavailable for long periods of time and have failed to nominate temporary replacements.

14. There are substantial routine business inefficiencies associated with the practice of giving out-of-country managers onerous portfolios. This results in infrequent or insufficient field missions, particularly with regard to country portfolio and policy development, and results in missed opportunities. It is for programme staff to develop relationships of trust and conduct a sustained policy dialogue under such conditions. Furthermore, some project personnel perform representational and administrative support functions beyond their core responsibilities in member States without country directors, cutting into their core project management responsibilities.

E.   Impact

15. The few impact evaluation reports that exist are insufficient to allow aggregation at a global, regional or national level. With few exceptions, most projects collect information on inputs and outputs, but relatively little on outcomes or impact. Furthermore, the ILO still tends to apply a project, rather than programme approach with narrow standards of attribution, thereby tending not to assess the broader impact that would require that the contributions of other stakeholders also be taken into account. The evaluation, therefore, concludes that there are currently insufficient data to enable the impact of ILO technical cooperation to be evaluated.

F.   Sustainability

16. ILO technical cooperation projects were often found to target sustainability through follow-on phases of the same activity, sometimes by scaling them up. This is largely because of the funding requirements of many donors, under which project durations are too short to deliver sustainable results, making a second phase essential. The reliance on second-phase funding was observed to face increasing challenges, since traditional donor funding is declining in many countries.

17. Sustainability is also limited by a narrow understanding of "capacity development" which at the ILO is apparently usually equated with training rather than with a more holistic approach to systems that address institution building, structures, processes and national policy frameworks.

18. A major approach, which has been used with considerable success, is to ensure a strong focus on national legal, policy and/or strategy changes. Where such focus can be achieved with the assistance of the ILO, technical cooperation projects can claim a basic element of sustainability, namely, by helping to put improved systems in place.

Overall assessment of the strategy

19. Table 1 provides the overall ratings assigned to ILO technical cooperation on the basis of the survey of constituents, donors and staff, and the independent consultants' overall assessment. Figure 1 converts these figures into an average performance score by criteria.

Table 1. **Overall ratings by criterion**

	Survey ratings			Independent consultants' ratings	
	Constituents	**Donors**	**ILO staff**	**Evaluation specialist**	**Team leader**
Relevance	4.65	4.85	4.70	5.00	5.50
Coherence and design	4.65	4.85	4.70	4.00	4.00
Effectiveness	4.46	4.74	4.25	5.00	4.75
Efficiency	4.52	3.95	4.05	3.00	4.00
Sustainability	4.23	4.20	3.93	3.00	3.00
Mean	4.50	4.52	4.33	4.00	4.25

Scale: 6 = highly satisfactory; 5 = satisfactory; 4 = somewhat satisfactory; 3 = somewhat unsatisfactory; 2 = unsatisfactory; 1 = highly unsatisfactory.

Figure 1. **Evaluation criteria rating**

Scale: 6 = highly satisfactory; 5 = satisfactory; 4 = somewhat satisfactory; 3 = somewhat unsatisfactory; 2 = unsatisfactory; 1 = highly unsatisfactory
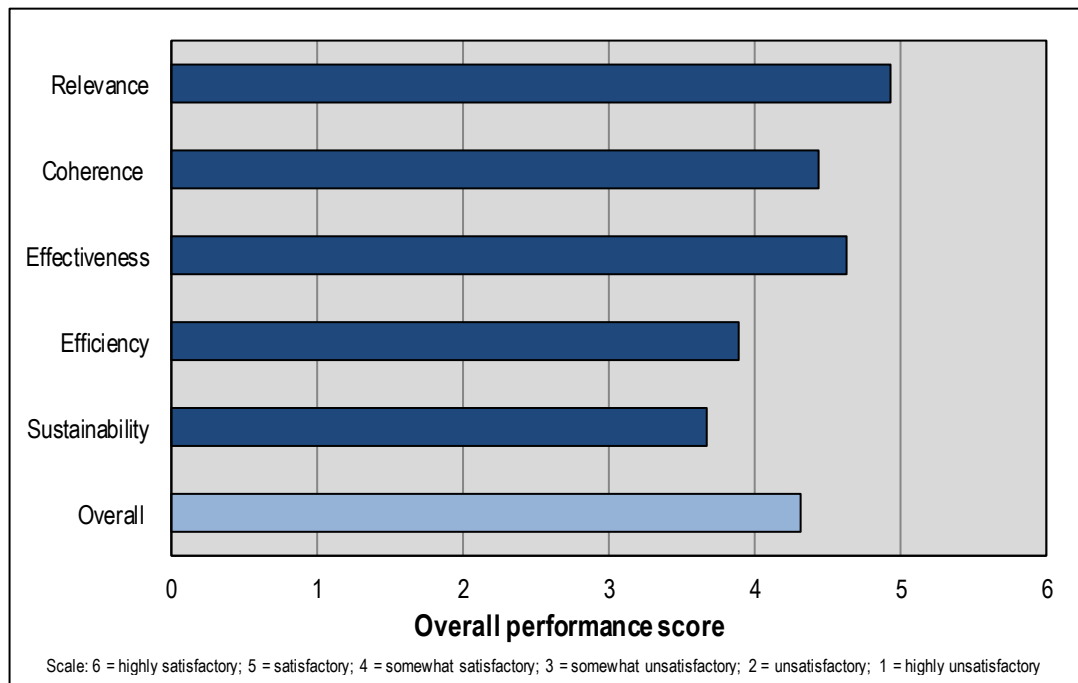
Conclusions and lessons learned

20. Technical cooperation serves the important purpose of supporting the implementation of international labour standards at the country level and is, therefore, mission critical for the ILO.

21. As conditions become more diverse among member States, the shifting nature of demand requires added, diversified and targeted capacity at country and subregional levels. Yet the ILO is facing contractionary pressures, forcing it to cope with zero real growth of its regular budget. While this can be partially offset through reallocation and realignment of capacity closer to the country level, the more radical reforms already initiated to change the staffing imbalance between headquarters and the field will need to be further enhanced.

22. Bringing the Organization closer to the field is of vital importance in raising the effectiveness of its technical cooperation. Locating representational and specialized technical capacity appropriately is, therefore, a high priority. At the same time, with the expansion of inter-state trade and moves towards economic integration, the relevance of the ILO's mandate to many of the objectives of subregional and regional organs and institutions has increased. Consequently, the ILO must enhance the way it engages in policy dialogue with these bodies. Consideration may need to be given to re-profiling field office structures in the context of regional integration processes in coordination with other UN agencies if it is to strengthen its participation in joint UN programming.

23. With respect to programme design, the common understanding of "capacity development" at the ILO should be replaced by a more holistic and current approach. This should address all of the human and financial resources, processes and systems requirements as well as the national policy framework the target institutions need to function effectively. A failure to update the approach in this area will compromise the sustainability of technical cooperation results.

24. The ILO needs to be more proactive in resource mobilization, focusing at the country level and moving beyond traditional sources of official development assistance. A dependable and steady stream of resources for technical cooperation can only be achieved through the location of resource capacity close to the country level and the implementation of country-specific resource mobilization strategies. Centrally funded flagship programmes that provide a certain dependability and continuity of funding beyond the basic biennial or annual funding cycles could also play an important role. The use of programme support income (PSI) should be more transparent and support project implementation as well as capacity for resource mobilization, marketing and communications, particularly when there are troughs in programme funding.

Recommendations

25. **Recommendation 1:** The forthcoming development cooperation strategy should be outward looking and focus on development objectives that implement the ILO's international labour standards, emphasizing results at the level of outcomes and impacts. It should include a realistically costed and budgeted action plan for creating the capacity required in the field to further raise the relevance, effectiveness and efficiency of technical cooperation. Mainstreaming gender issues alone is not sufficient and the strategy should continue to promote the current practice of having major projects target issues affecting women workers and employers. Notwithstanding the fact that the regular budget is being undertaken in a zero growth environment, these resources should be viewed as an investment that can both raise effectiveness and access to XBTC resources.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/FOP, PARDEV	High	Ongoing	Medium

26. **Recommendation 2:** The ILO should carefully assess how it can best meet the development cooperation priorities of different categories of countries based on demand and how to structure the expertise to support clusters with similar development conditions. The current practice of placing gender specialists in decent work teams (DWTs) should continue irrespective of the country category and state of development, as it is apparent that gender issues in the labour market remain a major area of concern irrespective of country category. The distribution and coverage of country, multi-country, DWT and regional offices should be rationalized taking into account technical and administrative support requirements as well as the structure and location of other key partners and stakeholders.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/FOP–DDG/MR, PROGRAM, REGIONS	High	Ongoing	Medium

27. **Recommendation 3:** The ILO should continue to deepen the use of decent work as the core of its brand, building on the expected inclusion of the concept under the new Sustainable Development Goal (SDG 8). In this respect, the use of annual flagship publications envisaged under the Director-General's reform commitment linked to clear communications strategies should also be implemented without delay. More research and publications should emphasize the evidence of the socio-economic impact of specific national legislation, policies and strategies with a view to supporting the implementation of the ILO's international labour standards.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/P, DDG/FOP, MULTILATERALS, RESEARCH	Medium	Ongoing	Low

28. **Recommendation 4:** To maximize ownership and sustainability, the principle emphasis of the ILO's development cooperation should be on national programmes. Regional programmes should ideally be applied only where they address cross-border issues. Capacity development should ensure that essential systems and processes are implemented and institutionalized to ensure continuation of activities once the ILO exits, including capacity for ex-post monitoring and evaluation to assess and record the developmental impact of development cooperation.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/FOP, PARDEV, PROGRAM, EVAL	Medium	Ongoing Should be incorporated in to the new development cooperation strategy	Medium

29. **Recommendation 5:** In order to achieve scale for impact, the ILO should actively mobilize resources at the country level, moving beyond traditional official development assistance to government resources, international financial institutions, the private sector and related combinations in a way that does not compromise its independence or perspective. The commitment of national resources to complement the ILO's funds and to ensure sustainability should be a prerequisite for project approval.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/FOP, PARDEV	High	Short term	Low

30. **Recommendation 6:** Despite the current constraints on funding, the ILO should find ways to invest in "country managers" in non-resident member States with large technical cooperation portfolios with a view to engaging in sustained policy dialogue with constituents to support resource mobilization and achieve scale in its programme.

Responsible unit(s)	Priority	Time implication	Resource implication
PROGRAM	High	Medium term	Medium

31. **Recommendation 7:** In fragile States and those emerging from conflict, project personnel may be "embedded" in ministries, and workers' and employers' organizations with a view to serving as mentors, trainers and technical advisers to accelerate implementation and the development of national capacity where it is particularly low. However, all such instances should be accompanied by a clear exit strategy.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/FOP, PARDEV	Medium	Short term	Low

32. **Recommendation 8:** In **all countries**, clear analysis of the country situation and priorities contained in UNDAFs/UNDAPs should precede design and implementation of DWCPs, ensuring linkages and mutual reinforcement between activities and UN bodies. Project documents should be less aspirational and incorporate realistic budgets, counterpart contributions and exit strategies. The transition from project to programme design should be conceptualized in terms of national development rather than project framework.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/P–DDG/FOP, PARDEV, PROGRAM	Medium	Medium term	Low

33. **Recommendation 9:** The ILO must urgently address the perception that its support costs are higher than those of other agencies. A dedicated study to review actual administrative and technical support costs by the ILO, benchmarked against other agencies of the UN system, NGOs and bilateral agencies should be undertaken. This could be incorporated into the recently commissioned business process review. PSI should be used closer to where it is generated and should cover: (i) capacity to monitor and report on projects and programme implementation to donors and for accountability purposes; (ii) advocacy, communication and mobilization of resources; and (iii) financial and administrative management of resources, and of the project that has generated the resources. PSI should also be allocated as early as possible for sound planning purposes.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/MR, DDG/FOP, DDG/P, FINANCE, PROGRAM, PARDEV	High	Short term	Low

34. **Recommendation 10:** The ILO must make a concerted effort to reduce time lags in project start up. Consideration should be given to establishing a pool of pre-screened project personnel which can be tapped quickly without extensive re-interviewing. Overall, the ILO needs to distribute sufficient authority to each level of the system to achieve its objectives, while ensuring clear accountability.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/MR, DDG/FOP, HRD, PARDEV, PROGRAM	High	Short term	Low

35. **Recommendation 11:** With regard to administrative and financial management, the rollout of the Integrated Resource Information System (IRIS) to all country offices and projects should be accelerated. At the same time, the level of budget authorization available at the country office level should be raised to reduce the amount of procurement and recruitment activities needing to be referred back to regional offices or headquarters.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/MR, FINANCE, INFOTEC	High	Ongoing	High

36. **Recommendation 12:** While resources for global and inter-country projects and programmes should continue to be mobilized by Partnerships and Field Support (PARDEV) headquarters and regional offices, it is strongly recommended that some of its capacity should be outposted. This should create resource mobilization and monitoring units uniformly across regional or country offices with a mandate to support mobilization at the country level.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/FOP, DDG/MR, PARDEV, PROGRAM, REGIONS	Medium	Short to medium term	Medium

37. **Recommendation 13:** The ILO should enhance its approach to building communities of practice around priority issues in different categories of countries to enhance knowledge management. They should aim to transcend regions, going global across the Organization. The institutional objective should be to move the Office from being a hierarchical Organization to a much flatter, network-based knowledge exchange built around the ILO's mission critical concerns.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/P, RESEARCH, REGIONS	Medium	Medium term	Medium

38. **Recommendation 14:** The ILO's staff mobility policy should be rolled out providing strong professional and financial incentives linked to the number of field positions staff members have served in as well as their performance, with senior staff positions being filled by staff with extensive field experience. In order to compete for the best national staff, the ILO should reconsider its policy of limiting the maximum grade of national officers to the B level (NO–B). Top performing national professional officers should be considered through appropriate mechanisms for long-term assignments as international staff and for short-term developmental opportunities.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/MR, HRD	High	Medium term	Medium

Office response

39. The Office welcomes the independent evaluation of the ILO's Technical Cooperation Strategy 2010–15 and notes with appreciation that the evaluation team decided to evaluate not only the ILO's technical cooperation *strategy* but to expand the scope to include an overall assessment of the relevance, coherence, effectiveness, efficiency, impact and

sustainability of the ILO's development cooperation *programme*, thus adding considerable value to the evaluation. The Office endorses the majority of the 14 recommendations with the following remarks:

Recommendations related to the ILO's development cooperation strategy (Nos 1, 3, 4, 5, 8, 12 and 13)

40. The revised Development Cooperation Strategy 2015–17 (see GB.325/POL/6) emphasizes the important role of development cooperation in advancing all four pillars of the Decent Work Agenda, including international labour standards and the cross-cutting theme of gender. The strategy provides a comprehensive list of tangible deliverables and measurable targets, and includes concrete measures to enhance the capacity of both constituents and staff in the field of development cooperation.

41. The Office is in the process of finalizing a comprehensive SDG preparedness plan. Three flagship reports have been identified as key tools for disseminating empirical evidence and sound analysis on key employment and social policy issues and informing ILO policy advice and capacity-building work, both globally and nationally.

42. Global, regional and national programmes pursue different objectives, address different target groups, and follow different implementation modalities, and therefore complement each other. Moreover, global and regional programmes can fully comply with the principle of national ownership if embedded into DWCPs.

43. The Office fully agrees with the centrality of capacity building in development cooperation, as also emphasized in the revised Development Cooperation Strategy 2015–17.

44. A greater focus on domestic resource mobilization has already been included in the Development Cooperation Strategy 2015–17. The Office notes, however, that the recommendation to make the allocation of national resources a *prerequisite* for project approval could put a serious strain on the ILO's capacity to service its constituents as not all may be able to provide such resources. The allocation of national resources however, in the form of in-kind contributions, may prove valuable, as the current practice shows.

45. DWCPs provide the Office with a country-specific programming framework that serves as a conceptual umbrella for individual projects. Guidelines for Decent Work Country Diagnostics have just been published. The revised DWCP Guidebook will provide guidance for better linkages with UN frameworks and processes at country level throughout the DWCP cycle. All DWCPs are aligned with UNDAFs, but not all DWCPs are yet fully costed and budgeted upfront.

46. The Office is of the view that development cooperation field support could be more effectively organized through the establishment of an Office-wide global development cooperation team, consisting mainly of relevant staff at headquarters and in the field coordinated by PARDEV staff.

47. The establishment of global technical teams is underway as part of the Office's reform commitment.

Recommendations related to the ILO's field structure and operations (Nos 2, 6 and 7)

48. A typology of member States is being elaborated by the Office as part of the implementation of the decisions resulting from the 2013 *Field operations and structure and technical cooperation review*. Adjustments to the Office's field structure are being made under the same exercise within the limits of a zero growth budget, some of which are already reflected in the Programme and Budget for 2016–17.

49. As part of the field operations reform, the Office has identified the need to pursue ongoing efforts to strengthen technical capacity in the field closer to constituents where ILO services are delivered. The Programme and Budget for 2016–17 includes a major effort in this regard, with a substantial transfer of resources from management, administration and support functions to technical work, in particular in the regions, within the limits of a zero growth budget. This together with the development of XBTC flagship programmes and other development cooperation initiatives will help to reinforce field technical capacity. In parallel, opportunities to assess the feasibility of appointing country managers in non-resident countries that register very substantial XBTC will be explored.

50. The Office is of the view that the "embedded approach" should apply to development cooperation in all member States, not just fragile States, provided the required security conditions are fulfilled.

Recommendations related to administrative, financial and human resources issues (Nos 6, 9, 10, 11 and 14)

51. Under the reform commitment the Office has identified the need to review its policy on programme support costs and distribution of the resulting income. Any changes in existing policy will be aligned to the extent possible to best practices in other UN specialized agencies, ensure cost recovery in accordance with the requirements of the Financial Regulations and ascertain a more direct linkage to the delivery of support activities.

52. The business process review being conducted under the reform commitment aims, inter alia, at reducing time lags, and aligning responsibility, authority and accountability. However, this requires engagement by development partners as well, some of whom require customized and complex, and therefore costly and time-consuming, administrative requirements on the projects they finance.

53. The progressive roll-out of IRIS continues within the available resources. Comparative studies are being undertaken to review whether there is a need to modify the levels of decentralized authority and the business process review is considering opportunities to simplify certain procedures.

54. The Office has put in place a new mobility policy. The ILO Staff Regulations do foresee grades beyond NO–B. Moreover, several high-performing national officers have been appointed to international positions.

Part II. Independent evaluation of the ILO's strategy and actions for strengthening labour inspection systems (2010–15): A summative and formative evaluation to inform the ILO's future strategy on workplace compliance

Purpose and scope

55. The purpose of the evaluation is to provide an objective assessment of the design and implementation of the ILO strategy for strengthening labour inspection systems from 1 January 2010 to 31 December 2014 in order to gauge results and inform future actions. As specified in the agreed terms of reference, the evaluation focuses on an analysis of the main approaches pursued by the Office to build, foster and maintain sound national labour inspection systems. Based on this analysis, the evaluation highlights lessons and offers recommendations for the ILO to consider as it moves forward with the transitional strategic plan for 2016–17, which includes outcome 7: Promoting workplace compliance through labour inspection.

56. Labour inspection is critical to ensuring compliance with national labour laws and legislation, but countries face significant challenges in establishing effective systems. The Strategic Planning Framework 2010–15 set an objective of strengthening labour inspection systems in line with international standards. To a great extent, the ILO's strategy to accomplish this goal revolves around supporting the ratification and effective implementation of the Labour Inspection Convention, 1947 (No. 81), and the Labour Inspection (Agriculture) Convention, 1969 (No. 129).

57. While the overall size and nature of the portfolio is unknown, the Office has clearly undertaken a great deal of activity aimed at strengthening labour inspection. The ILO has taken steps to promote ratification of Conventions Nos 81 and 129. Among other activities, it has: supervised their application; provided technical assistance to establish legal frameworks for labour inspection; undertaken assessments/audits of labour inspection systems; helped develop strategies and plans for labour inspectorates as well as tools used by labour inspectors in the inspection process; developed training curricula and provided training to labour inspectors; supported the development of information systems; produced a wide assortment of publications for public distribution; and fostered alliances with international associations.

Summary of findings

A.   *Relevance*

58. The ILO's strategy and actions (as designed) to strengthen labour inspection systems have been largely aligned with the needs of member States as reflected in the conclusions and resolution of the 2011 session of the International Labour Conference, in observations made in supervisory reports of the Committee of Experts on the Application of Conventions and Recommendations (CEACR), and in DWCP reports. However, while the findings should not necessarily be generalized to the entire portfolio of technical cooperation projects, case studies indicate that the ILO's assistance is not always directed towards addressing key issues that: impinge on the ability of the labour inspectorates to carry out their duties and enforce the law, such as the limitations of the central authority;

limit the capacity of courts to adjudicate cases; lack effective mechanisms for collecting penalties; and lack robust case-management systems, and reliable labour inspection statistics.

B. Coherence

59. In general, the ILO's strategy and actions (as implemented) have been logical and consistent, focusing on activities for which the ILO is well suited. Messages conveyed to member States by the ILO regarding the design and implementation of labour inspection systems are aligned with Conventions Nos 81 and 129, but would benefit from greater clarification with respect to the following issues: the number of labour inspectors needed to meet mandates; the number of times that enterprises should be inspected given relative risk and available resources; the role of a central authority in federal or decentralized systems; the type of "advice" that labour inspectors should provide to enterprises and workers; the degree of discretion that labour inspectors should exercise in the event of a determination of non-compliance; the nature and magnitude of sanctions needed to dissuade enterprises from violating the law; and the notion of enforcement in systems which rely on courts to impose sanctions. Projects are typically well designed. However, some aspects of design could be improved primarily with respect to the scope of engagements and sequencing of activities. Sometimes, insufficient attention is paid to: the nature, magnitude and institutionalization of training for labour inspectors; the design of sanctions and associated administrative and judicial procedures; and the development of comprehensive strategies and operating plans for labour inspectorates. Finally, given the nature of the work, technical assistance/cooperation to strengthen labour inspectorates is directed predominantly at national governments. However, some workers' organizations would like to play a more direct role in the labour inspection process.

C. Effectiveness

60. In general, the ILO has carried out activities and produced outputs consistent with stated plans; outputs have been generally well received by constituents. Between 2010 and 2014, six member States ratified Convention No. 81 and/or Convention No. 129, and ten other member States were singled out by the CEACR as having made significant progress in meeting their obligations under these two Conventions. The capacity of labour inspectorates to fulfil their mission has been strengthened in many instances as reflected in more robust legal frameworks, the increased number and skills of labour inspectors, the adoption of new labour inspection procedures, and greater collaboration with employers' and workers' organizations. However, results vary across countries and the lack of consistent data limits analysis.

61. The first report on the results of the implementation of area of critical importance 7 (ACI 7), which started in 2014, will be presented in 2016 in the Programme implementation report 2014–15.

62. Outcome 7 in the transitional strategic plan for 2016–17 spans a wide array of potential activities, which cut across departments, branches and units. Technical assistance/cooperation might focus, inter alia, on drafting national labour laws and regulations, promoting the ratification and application of "relevant" Conventions [2] and helping governments to: develop policies and plan programmes to "strengthen

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[2] Conventions Nos 81 and 129, the Employment Policy Convention, 1964 (No. 122), the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144), the Occupational Safety and Health Convention, 1981 (No. 155), and the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187).

enforcement, preventative interventions, and workplace compliance"; build labour administration institutions' capacity; encourage dialogue among social partners; and improve data collection. Potential synergies within particular countries would depend on the extent to which activities are conceived, designed and implemented in a comprehensive and integrated manner.

D. Efficiency

63. It appears that the Office has carried out activities in an efficient manner but data limitations preclude rigorous analysis. The Office established the Labour Administration and Inspection Unit in 2009 to lead work in this field and merged it with SafeWork in 2013 to create the Labour Administration, Labour Inspection and Occupational Safety and Health Branch (LABADMIN/OSH) in late 2013. As the lead technical entity, LABADMIN and subsequently LABADMIN/OSH has been assigned principal responsibility for the technical backstopping of all projects that aim to build the capacity of labour inspectorates, working in conjunction with other technical units that focus on particular subjects of inspection, such as child labour, forced labour, freedom of association, collective bargaining, discrimination, etc. However, the branch has faced difficulties in meeting its mandate due to the lack of explicit directives and overall strategy as well as resource constraints, particularly with respect to staff with labour inspection expertise. From a broader institutional perspective, while the Office has established planning and control systems, some deficiencies are apparent. These include: functional limitations in IRIS; a lack of integration of planning, reporting and financial systems; and the absence of a mechanism to independently validate reported results. Well-defined outcomes and indicators are needed to ensure accountability and provide a basis for continuous improvement. Looking ahead, the indicators for outcome 7 in the transitional strategic plan 2016–17 are defined in such a way that it would be possible for the ILO to achieve targets without actually strengthening labour inspectorates or demonstrating improvements in compliance.

E. Impact

64. Given the lack of consistent and reliable labour inspection statistics, there is little to demonstrate that the degree of compliance with labour laws has improved in member States. In interviews conducted as part of this evaluation, constituents offered different assessments of progress on compliance. While some suggested that significant strides had been made, many felt that the situation had not improved appreciably given the continued lack of enforcement. Representatives of workers' organizations were more likely than other constituents to suggest that compliance with key legal provisions had seen little or no improvement. While the ILO seeks to support member States in keeping with international labour standards set out in Conventions Nos 81 and 129, responsibility for the application of these Conventions rests solely with these States. Achieving greater compliance with applicable laws and regulation is dependent on numerous social, political and economic factors; it requires actions across multiple fronts.
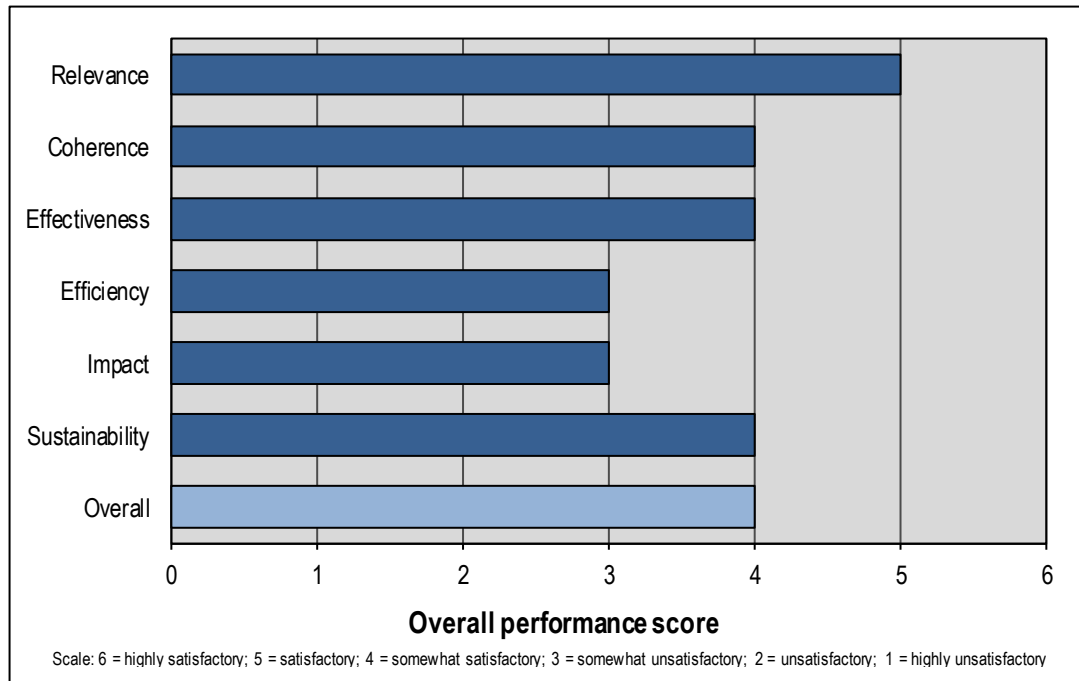
F. Sustainability

65. In many cases, improvements in the structures and functions of labour inspectorates have been embodied in law, which will remain in effect unless amended or repealed. However, the likelihood that improvements in the capacity of labour inspectorates will be sustained varies across countries depending on the extent to which changes have been codified in policies, procedures and systems as well as the degree of political commitment, institutional leadership and ongoing budget support.

Overall assessment of the strategy

66. Based on all the evidence marshalled during the course of the evaluation, figure 2 presents the ratings of the evaluation team with respect to the design and implementation of its strategy and actions to strengthen the labour inspection system over the past four years.

Figure 2.   Evaluation criteria ratings

Scale: 6 = highly satisfactory; 5 = satisfactory; 4 = somewhat satisfactory; 3 = somewhat unsatisfactory; 2 = unsatisfactory; 1 = highly unsatisfactory

Conclusions and lessons learned

67. The following conclusions and lessons distilled from the results of the evaluation have implications for the ILO going forward.

68. Projects need to be tailored to conditions within each country, recognizing the specific political situation and capacity of existing institutions. The ability to affect needed reforms is dependent on the strength of political support and the absorptive capacity of relevant government institutions. Projects need to be shaped to fit each country. While all projects draw on the same body of knowledge on international best practices, the process of interacting with constituents as well as any recommendations need to be adapted to the existing situation.

69. Government commitment beyond ministries of labour is key for effectiveness and sustainability. Labour inspection is a public function. As such, decisions regarding policies, procedures and resources rest with governments. While the ministries of labour and labour inspectorates are the primary targets of technical assistance, it is important to note that the support of other ministries may be needed to effect reforms, particularly finance, justice and home affairs.

70. Adequate staffing and the provision of adequate oversight are critical. The quality of research and technical assistance depends primarily on the experience and expertise of the particular individuals assigned to the task. In working with labour inspectorates, project teams need people who have a deep knowledge of labour inspection and understanding of relevant laws, solid project management capabilities, good communication skills and

experience working in developing countries. Assistance needs to be timely and based on the pace of progress and government schedules. Assuming that qualified people could be found, it would be preferable to have people in the field rather than relying on headquarters staff. Technical backstopping is critical to maintaining quality, particularly in instances where teams are staffed with external consultants.

71. The ILO needs to consider all of the steps that are necessary *and* sufficient to build the capacity of institutions and strengthen enforcement of national labour laws. Legal reform and capacity building need to be addressed in a holistic manner. Capacity building is much more than training. It includes all of the structures, policies, procedures and systems needed to enable the labour inspectorate to inform enterprises and workers about legal obligations, and enforce the law in instances of non-compliance. Technical assistance needs to be based on a careful assessment of the constraints to the effective enforcement of labour laws and adjusted in light of changing circumstances.

72. The ILO and donors need to be prepared to work on particular reforms in a country over a long period of time. In general, significant reforms require significant commitment in terms of time and money. The pace of legal reform is outside the control of the ILO, and new laws and regulations can take years to be enacted. Moreover, legal reforms are usually just the beginning. Significant work is typically needed to ensure that institutions are established and have the capacity to implement policy. In member States where governments have limited capabilities, the ILO needs to be prepared to put staff and/or consultants in the field for extended periods to work hand-in-hand with government counterparts.

73. The ILO needs to strengthen data collection systems that include labour inspection statistics, including statistics reported by member States as required in Article 21 of Convention No. 81, which calls on States to submit annual reports to the ILO, including statistics on labour inspection systems.

Recommendations

74. The results of the evaluation lead to eight recommendations. Responsibility for implementing recommendations is shared among multiple departments and branches.

75. Recommendation 1: In the current SPF and future strategic plan, emphasize the importance of strengthening labour inspectorates to achieve compliance.

Responsible unit(s)	Priority	Time implication	Resource implication
PROGRAM, LABADMIN/OSH	High	Short term	Low

76. Recommendation 2: Strengthen LABADMIN/OSH's role as the lead technical unit and add labour inspection expertise.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/P, LABADMIN/OSH	High	Medium term	Medium

77. Recommendation 3: Move towards more comprehensive technical assistance, which addresses capacity constraints in labour inspectorates and related public institutions in an integrated manner.

Responsible unit(s)	Priority	Time implication	Resource implication
Country offices, DWTs, LABADMIN/OSH, PROGRAM	High	Ongoing	High

78. **Recommendation 4:** Place greater emphasis on the development of strategies and operating plans for labour inspectorates.

Responsible unit(s)	Priority	Time implication	Resource implication
LABADMIN/OSH	Medium	Ongoing	Low

79. **Recommendation 5:** Place greater emphasis on building the capacity of ministries of labour to train labour inspectors and other government officials in close coordination with other public institutions dealing with labour inspection issues.

Responsible unit(s)	Priority	Time implication	Resource implication
LABADMIN/OSH, ILO–ITC	Medium	Ongoing	Low

80. **Recommendation 6:** Formulate an ILO action plan to support the development and implementation of case-management systems for labour inspectorates.

Responsible unit(s)	Priority	Time implication	Resource implication
LABADMIN/OSH	Medium	Medium term	Low

81. **Recommendation 7:** The ILO should make available labour inspection statistics submitted by member States in annual reports as required by Convention No. 81. This information is essential for internal and external research.

Responsible unit(s)	Priority	Time implication	Resource implication
NORMES	Medium	Short term	Low

82. **Recommendation 8:** Review IRIS platforms and develop an action plan to address deficiencies related to coding and integration.

Responsible unit(s)	Priority	Time implication	Resource implication
PROGRAM	High	Medium term	High

Office response

83. The Office welcomes the independent evaluation of the ILO's strategy and actions for strengthening labour inspection systems. The following responses are those of all concerned departments identified in the recommendations.

84. **Recommendation 1:** At the date of release of the high-level evaluation report the Governing Body had already approved the Programme and Budget for 2016–17 with outcomes and corresponding indicators. It had placed further importance on workplace compliance through labour inspection by elaboration of programme and budget outcome 7. The Governing Body also provided guidance on the formulation of indicators and measurement criteria for all outcomes. The Office will establish meaningful indicators for country programme outcomes (CPOs) related to outcome 7 and will collect relevant data. In preparation of future programme and budgets, the LABADMIN/OSH Branch, as the

lead technical unit, will seek to incorporate the guidance provided by the high-level evaluation.

85. **Recommendation 2:** The Office concurs that the mandate of the LABADMIN/OSH Branch should be reinforced and formalized via a directive and through the clear articulation of responsibilities. A comprehensive strategy will be prepared expanding on what is already articulated under outcome 7 of the Programme and Budget for 2016–17. The Office also strongly concurs that the Branch and the field need to be staffed sufficiently and with requisite expertise.

86. **Recommendation 3:** The field offices will continue to be supported in the development of CPOs and in conducting assessments. This will be done primarily by providing them with the means and methodology for conducting the recommended assessments. Outcome-based workplanning will be used to identify resource gaps, guide mobilization of extra-budgetary resources and to ensure that all relevant departments and field offices deliver services to constituents in line with the outcome strategy.

87. **Recommendation 4:** The Office concurs with this recommendation and has already identified it as a priority for 2016–17 to develop a comprehensive strategy in this regard with associated materials, tools, guidance and training for labour inspectorates.

88. **Recommendation 5:** Training curricula and programmes are planned for 2016–17 linked to comprehensive strategies on workplace compliance through labour inspection. LABADMIN/OSH is also engaged with ministries of labour, national training institutes and national labour inspectorates with solid training experience to pursue joint efforts in collaboration with the ILO–ITC.

89. **Recommendation 6:** The Office is conducting feasibility studies and developing terms of reference for work on information systems in some countries. This has high resource implications in terms of staff time and funding. Development of a turnkey system would not be ideal as the system has to be specific to each country in terms of institutional mandates and operations, applicable legislation, needs and consistency with other software used by ministries. More information will be collected on good practices.

90. **Recommendation 7:** Information communicated in the context of article 22 reports is addressed to the ILO's supervisory organs, principally the CEACR, and should not in principle be made public without the express consent of the member States concerned or unless otherwise decided by the supervisory organs responsible for reviewing that information. However, where annual labour inspection reports have been made available at the national level as public information, there is nothing to prevent other units of the ILO from using that data for assistance and research purposes.

91. **Recommendation 8:** The Office is adjusting the Implementation Planning Module of IRIS to address the current limitation in linking CPOs to programme and budget outcomes which will also improve reporting of results. A system is also being developed to better capture the staff time allocated for each outcome. Long-term investment, however, is required to improve the IRIS system to provide a complete resource linking information against different outcomes.

Part III. Independent evaluation of the ILO's Decent Work Country Programmes, strategies and activities in the Caribbean

Purpose and scope

92. The purpose of the high-level evaluation of the ILO's DWCPs, strategies and activities in the Caribbean (2010–15) was to assess whether the ILO's DWCPs, strategies and actions are effectively serving as instruments through which to achieve the Decent Work Agenda.

93. The ILO's assistance to member States in achieving decent work objectives was implemented over the three biennia covered by the evaluation through the DWCPs, strategies, and activities. DWCPs have been developed for the Bahamas, Barbados, Belize, Guyana, Suriname and the member States of the Organization of Eastern Caribbean States (OECS).

94. A number of strategies and activities have also been pursued at the subregional level, "subregional activities" being defined as those where different countries join together, or "cluster" activities where the same activity is implemented in different countries.

Summary of findings

A. Relevance

95. The priorities and outcomes of the DWCPs reviewed are relevant to the national development strategies, and labour market situation and issues of their respective countries. In the case of the OECS countries, the ILO's work is also anchored by subregional memoranda of understanding (MoUs) and cooperation agreements signed with OECS and the Caribbean Community and Common Market (CARICOM). [3]

96. A number of DWCPs, notably those of Barbados, Guyana and Suriname, provide details on how each DWCP is integrated into the UNDAF framework. The DWCPs developed for the OECS also refer to the relevant UNDAF, which covers Barbados and the OECS.

97. Although the relevance of the ILO's work has been found to be satisfactory, key national constituents, important donors, UN partners and the ILO staff interviewed were not familiar with these strategic programme frameworks.

B. Coherence

98. In general, the DWCP documents appear to be missed opportunities to present the ILO's work and technical cooperation activities as coherent strategies to promote the Decent Work Agenda at national and subregional levels. Instead, the ILO's activities have been defined and promoted individually by the office director and specialists outside the established DWCPs and strategies. Specialist workplans derive from proactive and reactive

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[3] The ILO signed an MoU with the OECS in 2008, and a revised cooperation agreement with CARICOM on 25 April 2000.

relationships with their respective clients. In general, the CPOs at country and subregional levels demonstrate a clear link with programme and budget outcomes and indicators.

99. The evaluation found a pressing need for more systematic design and implementation approaches based on country situation analyses. Evidence indicates that not one of the DWCPs is being implemented as a coherent programme and operational framework for technical cooperation built upon synergies between the component parts of a results framework. The results matrices are not fully developed and do not follow the logical framework (logframe) approach, which could explain the absence of implementation plans.

C. Effectiveness

100. The constituents, staff and development partners interviewed rated the overall performance of the ILO's programmes, strategies and actions as moderately satisfactory. They also noted that the effectiveness of the ILO's operations in promoting the Decent Work Agenda in the subregion is somewhat satisfactory and attributed this to the lack of synergies among the different activities and coherence with the strategic frameworks provided by the existing DWCPs.

101. Despite the lack of coherence with the DWCPs, in some cases, the ILO's work effectively supported constituents' efforts to promote, design and implement national polices, protocols and programmes addressing key issues such as HIV/AIDS, vocational training and child labour. The ILO's work on knowledge sharing through technical and high-level meetings and workshops is thought to be highly effective. The biannual Caribbean Labour Ministers' Meeting is organized by the DWT/O–Port-of-Spain to facilitate the exchange of views on labour market issues, the latest regional and international developments, as well as subregional priorities for the ILO's programmes, strategies and actions. A good number of activities carried out by specialists derive from topics and resolutions achieved at these subregional meetings.

D. Efficiency

102. During the period covered (2010–15), DWT/O–Port-of-Spain experienced periods of poor communication between management and staff, which has affected the office's internal cohesion, its ability to act as a unit with respect to the outside world, and its collaboration with other units of the ILO system, notably the regional office.

103. Specialists are highly qualified in their particular technical area, and are willing to take on new challenges and themes arising from subregional and country concerns. They have been involved to different degrees in the development of DWCPs. The development of the DWCPs of the Bahamas, Guyana and Suriname appear to have had the broadest participation of DWT members.

104. There appears to have been relatively little attempt at resource mobilization for extra-budgetary resources within the subregion, although the possibility of raising funds through public–private partnerships should be explored. Overall, efficiency in the management and implementation of the Office's programmes was rated as somewhat unsatisfactory.

E.   *Impact*

105. As noted above, the DWCP as a coherent framework for technical cooperation subject to regular monitoring and reporting has not been fully established in countries where the document has been signed. There is little hard evidence produced through a complete results matrix with measurable indicators, baselines and milestones to demonstrate the degree of impact on the promotion of decent work at country or subregional levels. In interviews conducted as part of this evaluation, constituents offered different assessments of progress on the implementation of the Decent Work Agenda. While some suggested that significant strides had been made, many felt that the situation had not improved appreciably given the continued lack of data to establish proper baselines.

106. It seems likely, therefore, that the DWCP as a coherent approach to the achievement of the Decent Work Agenda has not yet had an impact in the subregion. However, as noted in the section on effectiveness, the work of the DWT/O–Port-of-Spain has had various degrees of immediate impact at country and subregional levels across all specialized areas.
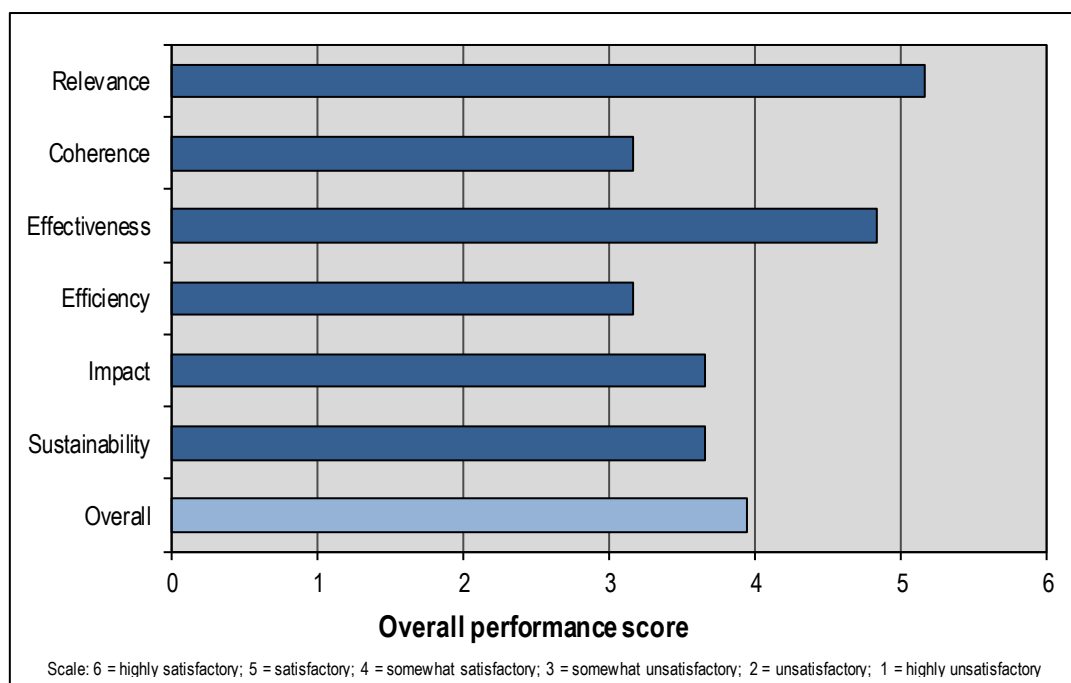
F.   *Sustainability*

107. To the extent that the work of the ILO has strengthened legal and policy frameworks, and built the capacity of individuals and institutions at country and subregional levels, it seems likely that the changes will be sustained. Better documentation of capacity-building efforts for constituents is needed in order to gauge fully their sustainability. Several activities (for example, international labour standards, and occupational safety and health (OSH)) have made successful efforts to involve a wider group of stakeholders and beneficiaries beyond ILO's traditional tripartite partners (that is, the expanded tripartite approach), which enhances the possibility of sustainability. OSH, and to a certain extent HIV/AIDS, have also established a network of resource persons in the region which should enhance sustainability.

108. Sustainability could also be positively affected by enhancing substantive collaboration with the UN and other agencies, with all parties clearly recognizing their complementarity in a variety of areas, for example, poverty alleviation, employment, HIV/AIDS, child labour, technical and vocational education training (TVET), social protection and gender equality, to name but a few.

Overall assessment of strategy

109. The evaluation team rated the overall performance of the ILO's DWCPs, strategies and actions by triangulating information and data gathered through desk reviews, interviews, and surveys of staff and constituents.

Figure 3.   Evaluation criteria rating

Scale: 6 = highly satisfactory; 5 = satisfactory; 4 = somewhat satisfactory; 3 = somewhat unsatisfactory; 2 = unsatisfactory; 1 = highly unsatisfactory

Conclusions and lessons learned

110. Effective technical cooperation requires the ILO to provide strong direction to users and beneficiaries at country and subregional levels. This is particularly important in subregions such as the Caribbean where countries exhibit "atypical" combinations of characteristics (small population size, high or medium human development, special vulnerability to economic and environmental shocks, etc.), which may be difficult to reconcile with "global" and "regional" approaches.

111. A variety of interrelated factors account for the fact that DWCPs as vehicles for technical cooperation have not taken root in the subregion: (i) the DWCP process places insufficient emphasis on ensuring the programme is based on a substantive situation analysis and detailed treatment of the Theory of Change reflected in a comprehensive logframe matrix; (ii) the DWCP may not have been rigorously applied with sufficient buy-in from constituents and the ILO DWT; (iii) the DWCP may be inappropriate in some country situations, as is clearly stated in the DWCP guidelines (2011); (iv) external circumstances, such as the global financial crisis, or environmental disasters, may have drastically altered the country situations rendering the original DWCP obsolete; and (v) lack of political commitment or changes in key political figures may also have affected the establishment and implementation of DWCPs.

112. In addition to the DWCPs, the DWT/O–Port-of-Spain has developed and supported a range of activities in response to subregional conditions and concerns identified by constituents at major conferences and workshops organized by the ILO. Some of these activities have been "clustered" and implemented in several different countries. Overall, while a large number of activities are classified as "subregional", there is need for a subregional action plan with a more strategic and coherent vision, which clearly delineates the synergies between subregional and national dimensions in the Caribbean, and specifies the links to other regional and global collaborative frameworks.

113. Specialists, particularly those dealing with employers' and workers' activities, have been involved in various gender-equality activities and events during the three biennia. More recently, the work with domestic workers' organizations and women entrepreneurs has addressed some significant multisectoral issues of gender inequality. Sex-disaggregated data are used in programme documents where available and in reports on attendance at workshops and other training events. These are all important elements, which need to be situated in a broader gender equality mainstreaming approach. Several ILO staff felt that they had insufficient technical knowledge to implement comprehensive gender mainstreaming.

114. The DWT/O–Port-of-Spain developed an office-wide workplan this biennium but it is still based on specialists' individual workplans. The workplan lacks a strategic view and does not present a comprehensive overview of the office's work. While some synergies between different specialisms can be discerned from the current workplan there is no integrated plan for technical advisory services. Similarly, the synergies between subregional and country-level activities need to be more clearly spelled out.

115. Subregional activities, arguably the most important component of the ILO's activities in the Caribbean, are linked to CPOs but remain in the pipeline and, as such, will not be reported upon in IRIS. When an individual country demonstrates sufficient interest in and commitment to an activity, the pipeline status can change to target status for that country.

116. In reflecting on the organization and management of the DWT/O–Port-of-Spain, the question arises as to whether a modest-sized office should be expected to develop and support the implementation of DWCPs, strategies and actions in 22 countries, 14 of which were covered by the evaluation. Minimal requirements for this arrangement to work would be: strong and participatory leadership, and internal cohesion demonstrated by a strong workplan reflecting the work of all units in the office; adequate staffing and the ability to recruit highly able short-term consultants; and strong expertise in programming, finance, human resources, information and communication as well as in specialist areas. Given the limitations of official development assistance funding for the subregion, the Office must have a resource-mobilization strategy and support from other units in the ILO, for example, at the regional office and headquarters levels, which are pivotal to fill capacity gaps. Needless to say, effective resource mobilization is dependent on excellent collaboration with tripartite constituents, strong alliances in regional and subregional agencies, and with other UN agencies (for example, through the UNDAFs), and with other donors and financial institutions.

Recommendations

117. **Recommendation 1:** Develop a two-tier model of technical cooperation with a strong subregional strategy on the basis of previous experience and alliances, to support and complement country-level actions within or outside a DWCP framework. Although it is not yet fully established, a two-tier approach has already been envisaged for the OECS countries, and is in operation in a less-formalized way for the subregion as a whole.

Responsible unit(s)	Priority	Time implication	Resource implication
PARDEV, PROGRAM	Medium	Medium term	Low

118. **Recommendation 2:** Revise the DWCP Guidelines to reflect stronger demand-driven technical cooperation emphasizing the need for a country situation analysis as the basis for the DWCP and including a coherent Theory of Change with a comprehensive logframe. DWCPs need to become better instruments for programme accountability, communication and advocacy expressing the synergies between the different elements of the Decent Work

Agenda, between CPOs and programme and budget outcomes, and between decent work concepts and concrete country practice. This would also strengthen bottom-up identification of technical cooperation and advisory services.

Responsible unit(s)	Priority	Time implication	Resource implication
PROGRAM	High	Short to medium term	Low

119. **Recommendation 3:** Establish clear links between the outcome-based workplanning (OBW) process, DWCPs, and/or country strategies, thus allowing for greater country-driven programming. One immediate implication of this would be a more coherent programming framework where CPOs and programme and budget outcomes are better connected to the DWCPs and/or country strategies.

Responsible unit(s)	Priority	Time implication	Resource implication
PROGRAM	High	Short to medium term	Medium

120. **Recommendation 4:** Enhance stakeholders' participation in the design, implementation monitoring and evaluation of DWCPs, strategies and actions. This would require their greater understanding of ILO programming tools and involving them in established programme implementation oversight activities, such as country programme reviews, to identify achievements and issues to be addressed respectively to achieve expected results. Country programme reviews should provide the basis for the biannual programme and budget implementation reports and, as such, be uploaded into regional knowledge-sharing platforms.

Responsible unit(s)	Priority	Time implication	Resource implication
DWT/O–Port-of-Spain, RO–Latin America and the Caribbean	High	Short to medium term	Medium

121. **Recommendation 5:** Develop a coherent and comprehensive subregional strategy on the basis of country reviews to provide the conceptual and operational framework for the subregion and individual member States. The strategy should be based on previous and ongoing collaboration with regional and subregional organizations, and good practices from countries. The strategy should provide clear outcomes and milestones to establish stronger links with UNDAFs, the Small Island Developing States (SIDS) partnership framework, and with ongoing or potential South–South collaboration activities within the Americas region.

Responsible unit(s)	Priority	Time implication	Resource implication
DWT/O–Port of Spain, RO–Latin America and the Caribbean, PROGRAM	High	Short to medium term	Low

122. **Recommendation 6:** Develop a monitoring and evaluation (M&E) framework based on agreed OBW and CPOs to improve workplanning, implementation and reporting on subregional and country priorities, objectives and outcomes, as discussed above. The M&E framework should reflect up-to-date links between OBW exercises and CPOs, and DWCP priorities and outcomes. This would require that the Programming Unit be strengthened to facilitate substantive planning, programming, and monitoring and reporting.

Responsible unit(s)	Priority	Time implication	Resource implication
DWT/O–Port-of-Spain, RO–Latin America and the Caribbean, PROGRAM	High	Short to medium term	Medium

123. **Recommendation 7:** Develop an information and communication strategy to disseminate information about the ILO programme goals and achievements. The strategy should aim to facilitate resource mobilization, and find new ways of collaborating with a wider group of constituents and beneficiaries using new media and information technology readily available in the region. This would allow for more cost-effective communications between the DWT and constituents throughout the subregion.

Responsible unit(s)	Priority	Time implication	Resource implication
DWT/O-Port-of-Spain, RO–Latin America and the Caribbean	High	Short to medium term	Medium

124. **Recommendation 8:** Improve gender mainstreaming through a comprehensive approach to gender mainstreaming in the world of work strategy in the subregion in accordance with the ILO's Action Plan for Gender Equality 2010–15. This needs to be established in collaboration with Caribbean institutions active in this field (for example, ministries, the University of the West Indies, the Caribbean Development Bank, civil society groups, etc.) and other international development agencies, for example, UN Women, United Nations Development Programme (UNDP), United Nations Population Fund (UNFPA), United Nations Children's Fund (UNICEF), the Pan American Health Organization (PAHO), and Inter-American Development Bank (IADB), etc.

Responsible unit(s)	Priority	Time implication	Resource implication
DWT/O–Port-of-Spain, RO–Latin America and the Caribbean, GENDER	High	Short term	Low

125. **Recommendation 9:** Disaggregate labour market data by country instead of clustering Caribbean member States together. Similarly, regional research reports should reflect results from all the countries in the subregion and should not be grouped into a single subregional entity. This would require greater coordination with the Economic Commission for Latin America and the Caribbean (ECLAC), and other regional and subregional organizations.

Responsible unit(s)	Priority	Time implication	Resource implication
RO–Latin America and the Caribbean, CINTERFOR	High	Short term	Medium

126. **Recommendation 10:** The allocation of regular budget "slippage" and regular budget for technical cooperation (RBTC) resources should be made more transparent and include incentives for optimizing resource planning and use.

Responsible unit(s)	Priority	Time implication	Resource implication
PROGRAM, RO–Latin America and the Caribbean	High	Short term	Low

Office response

127. The Office welcomes the Independent evaluation of the ILO's Decent Work Country Programmes, strategies and actions in the Caribbean (2010–15). Its findings and recommendations are valuable inputs for the ILO's support to constituents in this region. The evaluation is timely considering that a new director joined the ILO Office for the Caribbean in August 2015, most of the active DWCP will end in 2015 and the ILO has a new strategic plan for 2016–17.

128. **Recommendations 1, 4, 5 and 6:** Within the next six months the Office will develop a subregional strategy and country-specific workplans in the Caribbean, as well as an Office-wide M&E framework, which will ensure a well-articulated programme with clear deliverables. The strategy will be informed by the Declaration of the meeting of Ministers of Labour of the Caribbean (2015), the Lima Declaration of the ILO's American Regional Meeting (2014), the joint planning process undertaken by the UN system, the CARICOM strategy, the SIDS pathway and the ILO's new strategic plan. The exercise will discuss different options and modalities for ensuring that ILO assistance is strategic and immediately relevant for the constituents' needs in the Caribbean, including through South–South cooperation. National tripartite monitoring committees will be established to oversee the implementation of the workplans.

129. The ILO will continue to actively participate in the UN system's effort to establish a common basis for policy dialogue through the Common Multi-Country Assessment and the United Nations Multi-Country Sustainable Development Framework. This will replace the UNDAFs and is intended to lead to a more coherent response to national and regional challenges in line with the post-2015 development agenda and the SDGs.

130. **Recommendations 2 and 3:** The new version of the DWCP Guidebook – reformulated as a follow-up to the field operations review – will incorporate references to new Decent Work Country Diagnostics Guidelines as the recommended tool for undertaking situation analyses. This will help in developing the subregional programme, as well as the national workplans.

131. **Recommendation 7:** The Office will continue to develop an information strategy to communicate its goals and results in the Caribbean. To effectively implement capacity building and other activities with numerous small island States, the Office will experiment with new media and information technology such as targeted webinars, common databases and knowledge-sharing platforms.

132. **Recommendation 8:** The subregional strategy and the national workplans will include gender-specific actions, established in partnership with other organizations and with support from the gender specialists in the region and in Geneva.

133. **Recommendation 9:** The ILO will continue supporting member States in the Caribbean to produce and analyse labour market information through technical advice to statistical offices, aiming at improving questionnaires and survey methodologies. Such information will be systematically reported in regional and global reports, including those jointly elaborated with ECLAC.

134. **Recommendation 10:** With the partial introduction of IRIS in field offices as from September 2015, the allocation of regular budget slippage from vacancies is fully transparent. Management of slippage will be discussed in the regular meetings of the team of directors of Latin America and the Caribbean. Specific guidelines for allocation of RBTC will consider the different needs of field offices.

Draft decision

135. *The Governing Body requests the Director-General to take into consideration the findings, lessons learned and recommendations (paragraphs 25–38, 75–82 and 117–126) of the three high-level independent evaluations presented in this document and to ensure their appropriate implementation.*