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Independent evaluation of the ILO's sector-specific approach to Decent Work

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Independent evaluation of the ILO's sector-specific approach to Decent Work

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Preface

The evaluation involved a number of evaluation specialists from both inside and outside the Office. Craig Russon represented the Evaluation Unit. Inputs were received from an external consultant, Ian Davies. Megan Wolle provided invaluable research assistance. The evaluation was overseen by the Director of the Evaluation Unit, Guy Thijs.

The evaluators had no previous connections to the area of work, and their competencies covered extensive programming and evaluation experience in ILO (especially in strategy evaluations), as well as background in the area of sector-specific decent work.

EVAL is very grateful to those who contributed to the study across all departments in the ILO, and especially to SECTOR and Better Work, which gave considerable time and attention to the investigations of the evaluators. In addition, Office staff and constituents devoted time and patience to explain the many details. Also, thanks are due to the International Organisation of Employers (IOE) and International Trade Union Confederation (ITUC) for the assistance and the information that they provided.

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- *Collective Bargaining and Dispute Resolution in the Public Service: A Success Case Study*
- *A Case Study of the Decent Work Pilot Programme in Morocco*

<http://www.ilo.org/eval/Evaluationreports/Strategyandpolicyevaluations/lang--en/index.htm>

Abbreviations

AP	Action Programme
ACT/EMP	Bureau for Employers' Activities
ACTRAV	Bureau for Workers' Activities
BW	Better Work
BWG	Better Work Global
CAP	Construction Action Programme
CPO	Country Programme Outcome
DFID	UK Department for International Development
DIALOGUE	Industrial and Employment Relations Department
DWA	Decent Work Agenda
DWCP	Decent Work Country Programme
DWPP	Decent Work Pilot Programme
DWT	Decent Work Team
EMCEF	European Mine, Chemical and Energy Workers' Federation
EVAL	Evaluation Unit (ILO)
FAO	Food and Agriculture Organisation
GB	Governing Body
GP	Global product
GUF	Global Union Federation
IFC	International Finance Corporation
ILC	International Labour Conference
ILO	International Labour Organization/International Labour Office
IMO	International Migration Organisation
IOE	International Organisation of Employers
ITC	International Training Centre, Turin
ITU	International Telecommunication Union
IPEC	International Programme on the Elimination of Child Labour
ITUC	International Trade Union Confederation
LAB/ADMIN	Labour Administration and Inspection Programme
OBW	Outcome-based Workplan
OSH	Occupational Safety and Health
OECD	Organisation for Economic Cooperation and Development
P&B	Programme and Budget

PIR	Programme Implementation Report
RBM	Results-based management
SMM	Strategic Management Module
SCORE	Sustaining Competitive and Responsible Enterprises programme
SECTOR	Sectoral Activities Department
SAP	Sectoral Activities Programme
SAP-FL	Special Action Programme to combat Forced Labour
SME	Small- and medium-sized enterprise
SPF	Strategic Policy Framework
SRO	Subregional Office (of the ILO)
STM	Committee on Sectoral and Technical Meetings and Related Issues
UN	United Nations
UNWTO	UN World Tourism Organization
UNESCO	UN Educational, Scientific and Cultural Organisation
UNCTAD	UN Conference on Trade and Development
UPU	Universal Postal Union
UNIFEM	UN Women
WIND	Work Improvement in Neighbourhood Development
WHO	World Health Organisation
WTTC	World Travel and Tourism Council
WIPO	World Intellectual Property Organisation
WTO	World Trade Organisation

Executive summary

In March 2011, the Governing Body (GB) considered a general discussion of decent work in global supply chains among the proposals for the 101st Session of the International Labour Conference (ILC), 2012. In anticipation of the general discussion, the ILO's Evaluation Unit (EVAL) proposed a three-year rolling workplan that included an evaluation of the ILO's "decent work in global supply chains (Better Work and sectoral lens)" strategies through an evaluation of Outcome 13. The workplan was approved by the Programme, Financial and Administrative Committee (PFAC) during the 312th Session of the Governing Body.

Ultimately, the GB did not approve the proposal for a global supply chain discussion at the ILC. Therefore, in consultation with constituents and other stakeholders, the focus of the high-level evaluation was narrowed to the contributions of the Sectoral Activities Department (SECTOR) and the Better Work (BW) programme towards Outcome 13 ("A sector-specific approach to decent work is applied"). In addition, this evaluation examines other unit and departmental contributions to the ILO's strategy of promoting decent work at the sectoral level.

Purpose and scope

The purpose of this evaluation is to assess the ILO's strategy for achieving a sector-specific approach to decent work as outlined in the 2010–2015 ILO Strategic Policy Framework. The point of departure for the evaluation was the strategy as described in the 2010–11 and 2012–13 Programme and Budget (P&B) and reiterated in the Outcome-based Workplan (OBW), taking into account the evolution of ILO strategy from the 2006–2007 and the 2008–09 biennia until 2012.

Evaluation criteria and questions

ILO high-level evaluations usually focus on the relevance and validity of a strategy, its efficiency and effectiveness, the impact of the results and the potential for sustainability. For each criterion, two or three specific evaluation questions served to focus data collection.

Relevance

- How did the sectoral approach to decent work evolve over time?
- How well did the outcome strategy respond to the priorities and needs of constituents?

Validity

- How well is the outcome strategy aligned with the ILO's Strategic Policy Framework?
- How well does the outcome strategy build on the ILO's ability to deliver products and services at a lower opportunity cost than its strategic partners (comparative advantage)?

- To what extent is the way in which the Outcome is expressed in the P&B logical and evaluable?

Efficiency

- There is a strategy expressed in the Strategic Policy Framework. Was there an operational plan, too? If so, how efficiently was the operational plan carried out?
- How were elements of the strategy funded? How did this influence implementation?

Effectiveness

- To what extent has Outcome 13 been achieved?
- What was the relative effectiveness of the strategy elements to achieve Outcome 13?
- How did activities under other P&B outcomes interact with strategy elements to realize Outcome 13?

Impact

- How did the ILO build the capacity of tripartite constituents to realize Outcome 13?
- How has the ILO coordinated with strategic partners to achieve greater impact?

Sustainability

- What recommendations and lessons could be offered to improve the sustainability of Outcome 13 results?

Methodology

The evaluation uses a Mixed Methods approach, which means that evaluative assessments may be framed by causal, systemic and normative constructs. For example, evaluative judgements based on a criterion such as effectiveness use a causal construct to judge value, i.e. to what extent is the observed Outcome 13 of a “sector-specific approach to Decent Work” (effect) a result of the strategy that is implemented under Outcome 13 (cause)?

The evaluation used an emergent design, consistent with a Mixed Methods approach, which reflected the fact that the strategy relative to Outcome 13 has evolved significantly over the period covered by the evaluation, as have the factors of implementation. The evaluation used documentary review, semi-structured interviews, direct observation, surveys and two focused case studies to collect data.

Operational approach

For the past decade, the ILO has promoted decent work by addressing social and labour issues in specific economic sectors at international and national levels. By tackling sector-specific challenges and development issues of great importance for specific sectors, the ILO assists governments, employers and workers to develop policies and programmes aimed at enhancing economic opportunities and improving working conditions in each sector.

An important finding of the evaluation is that, in addition to the de jure “strategy” for sectoral specific decent work expressed in the P&B and reiterated in the Outcome-based Workplan, there is also a de facto “strategy” contained in the Sectoral Activities Programme (SAP) approved by the Governing Body for each forthcoming biennium.

In terms of strategic relevance, the current system consists of one set of workplans developed under an Office-wide procedure for the preparation of the P&B (Outcome-based Workplans), while the SAP is planned under a different and autonomous procedure. This creates a risk of incoherence between work to be done for sectoral activities and other regular programme work.

The evaluation team found that both the P&B and the SAP processes have complex issues associated with them that are discussed in the following subsections of this document.

Programme and Budget “strategy”

According to the P&B 2012–13, the current strategy to achieve results under Outcome 13 revolves around two key objectives:

- targeted assistance for the ratification and implementation of sectoral conventions at country level . . .
- support for the promotion of sectoral social dialogue . . . by building consensus on key sectoral issues . . . and by strengthening the capacity of national constituents . . .

The evaluation team found that the P&B’s results framework was not able to measure equally well the contributions of various ILO units to sector-specific decent work. For example, the logical framework of the Better Work programme – which contains a developmental goal, intermediate objectives, outputs and activities – made it relatively easy to measure BW’s contribution to Indicator 13.2 of the P&B results framework.

However, the evaluation team also found that the results framework was not able to measure equally well the contributions of the Sectoral Activities Department and other ILO units. The problem is primarily due to the disconnection between the results-based P&B and the activities-based SAP.

The activities contained in the SAP do not necessarily contribute in a direct and measurable manner to changes measured by the indicators for Outcome 13 in the P&B. There were also technical problems with the way in which the indicators and, in particular, the measurement criteria were formulated. This led the evaluation team to conclude that, in general, the P&B indicators have poor construct validity for measuring the results of Outcome 13.

The evaluation team also found that the linking of resources to Outcome 13 in the OBW was not presented as a result of the “strategy,” i.e. of explicit strategic choices and allocations that include, among other things, taking into account the SAP. It was difficult for the team to identify clear linkages between the Outcome, strategic analysis, strategic priorities, operational planning and resource allocation.

Sectoral Activities Programme “strategy”

Information obtained by the evaluation team through interviews with key stakeholders, and carefully triangulated to establish its validity, suggests that the proposals contained in the SAP for the 2010–11 and 2012–13 biennia were made by the constituents to the Sectoral Activities Department with partial consultation.

Furthermore, Sectoral Advisory Bodies made up of the International Organisation of Employers (IOE) and the International Trade Union Confederation (ITUC) coordinators, representatives from relevant Global Union Federations (GUFs), and IOE sectoral partners and governmental regional coordinators work very closely with the sectoral specialists to determine the scope of work. A view that was repeatedly expressed to the evaluation team is that this is the mechanism that workers and employers use to manage sectoral activities.

Approval of the SAP by the Governing Body creates a mandate for the Office to carry out detailed sectoral meetings and other activities with all of the corresponding allocations that have to be made within the budget. As such, the Sectoral Activities Programme and the sectoral advisory bodies appear as the major drivers of planning, organizing, leading and controlling the work of SECTOR – in other words, of management.

A sector-based approach to Decent Work Country Programmes

Despite the competing strategies in the P&B and SAP, the evaluation team found evidence of sector-specific decent work. The evidence is presented in chapters four, five and six of the long report. The observant reader will note, as did the evaluation team, that there is insufficient collaboration among the various units that are contributing to Outcome 13.

Part of the challenge to the ILO is to find a mechanism to integrate the sectoral work of the various units in order to achieve synergies and benefits of scale. Many of the stakeholders whom the evaluation team interviewed suggested that, where and when appropriate, a sector-based approach to Decent Work Country Programmes (DWCPs) might be part of the answer.

The evaluation team was able to identify and document, in the form of a case study, a precedent-setting effort to take a sectoral approach to decent work – the 2002 Decent Work Pilot Programme (DWPP) that was implemented in the textiles sector in Morocco. This programme might serve as a model for future efforts.

Specific findings

This chapter presents some of the specific findings of the evaluation. These findings are dealt with under each of the criteria of relevance, validity, efficiency, effectiveness, impact and sustainability previously described in the section on *Evaluation criteria and questions*.

Relevance

The evaluation team took a nuanced approach to relevance. It looked at this criterion from the perspectives of content, strategy and constituents’ needs.

Content

The document review showed that the Governing Body has taken measures to make the ILO's sectoral activities more congruent with global employment structures by encouraging greater sectoral specificity.

Interview data suggested that as sectoral activities become more specific, they also become less amenable to coordination and integration with the ILO's cross-sectoral technical programmes. As a result, there is less possibility of interdepartmental coordination of work within the ILO and more difficulty to integrate the ILO's sectoral activities with the priorities of its other technical departments or countries.

Strategic relevance

The current system consists of one set of workplans developed under an Office-wide procedure for the preparation of the Programme and Budget while the work to be done for the SAP is planned under a different and autonomous procedure. This tends to create a lack of coherence, and hence of strategic relevance, between work to be done for sectoral activities and other regular programme work.

Constituents' needs

In order to determine the relevance of the various sectoral activities for the employers' and workers' constituents, the evaluation team surveyed the Global Union Federations and representatives from International Organisation of Employers partners. Respondents from both groups were asked to rate the extent to which activities, outputs and follow-up met their needs. Those surveyed felt most strongly that the SAP addressed their needs the most, while the DWCPs met their needs the least.

Validity

Some threats to the validity of Outcome 13 were previously discussed in the *Programme and Budget* "strategy" section. There were also technical problems with the manner in which the indicators and, in particular, the measurement criteria were formulated.

Efficiency

The fact that there are two "strategies" for sector-specific decent work, in and of itself, constitutes a major inefficiency. A significant amount of time, energy and resources is spent in dealing with the resulting issues of "fit" between the two.

Furthermore, to the extent that the way in which the SAP process is conducted can be considered as "management" on the part of the constituents, there is inefficiency inasmuch as it constitutes a duplicate or parallel management stream.

Effectiveness

The evaluation team found evidence of sector-specific decent work. However, it also found that the P&B results framework leads to competition for country programme outcomes

(CPOs) that limits the effectiveness of the ILO's sectoral work. In addition, the Strategic Management Module does not allow the contributions made by the various ILO units to be measured in a systematic manner. Therefore, the effectiveness of the ILO's Outcome 13 strategies cannot be accurately determined.

Impact

Sectoral meetings are one of the main means used by the Office to enhance constituents' ability to improve working conditions and industrial relations, for example, in the chemical, commerce, construction, mining, postal services, shipping and transport sectors. While some of these meetings and forums address gaps in technical knowledge, it appears that the lack of follow-up in some sectors may limit their potential impact.

Sustainability

In his paper on the United Nations (UN) development system, Bruce Jenks¹ states that globalization and the emergence of global challenges requiring collective responses create an opportunity for the UN development system's normative, standard-setting and fact-finding functions to assume a new significance. This perspective has implications for the future orientation of the ILO's sector-specific decent work and the manner in which it is measured.

Conclusions

Below, the findings are summarized, the implications explored and the significance—the “so what”—explained.

The “dual management” system

There is in fact, little in the way of a cogent strategy to achieve Outcome 13, at least in the generally accepted sense of the word. What exists is a de jure “strategy” for sectoral-specific decent work expressed in the P&B and also a de facto “strategy” contained in the SAP. Each strategy has a unique set of sub-issues that have far reaching implications.

Management and governance

ILO leaders have, on many occasions, stated their commitment to results-based management (RBM). One of the assumptions of RBM is that management must have sufficient autonomy, responsibility and authority to make strategic choices and decisions about activities to best meet intended outcomes. This is not what is happening under Outcome 13. Sectoral activities are currently decided through processes largely outside of SECTOR's control.

¹ B. Jenks: *Emerging issues in development operations: A report prepared for the United Nations Department of Economics and Social Affairs* (New York, NY, United Nations, DESA, 2012).

Programme and Budget

An important finding was the P&B's unintended effect of creating competition among ILO departments for country programme outcomes. The evaluation team has a concern that this unintended effect may run counter to the statement in the Declaration on Social Justice for a Fair Globalization that the ILO's strategic work should be "inseparable, interrelated, and mutually supportive".

Accountability

The "dual management" system was explained above. From an accountability perspective, this presents obvious problems. It is questionable to hold SECTOR accountable for the indicators contained in the P&B while the work to be done for sectoral activities is planned under a different and autonomous procedure over which it has little control.

Valuing the ILO and its work

Globalization and the emergence of global challenges requiring collective responses may create an opportunity for the UN development system's normative and standard-setting work to assume a new significance. However, the difficulties of valuing its sectoral work, which is, by and large, normative in nature, may preclude the ILO from being able to demonstrate the comparative advantage of its sectoral work in the UN development system of the future.

Lessons learned

Lesson 1: In addition to SECTOR's 22 recognized sectors, the term is also used to connote generic sectors (formal and informal sector, public and private sector, or agriculture, industry and services sector), economic sectors, sub-sectors, and other organizational units. Sometimes the multiple meanings of the term "sector" lead to confusion about the nature of the ILO's sectoral work. The lesson to be learned is that it is important to establish a common definition of the terms (in this case of the term "sector") in order to facilitate meaningful dialogue about a topic.

Lesson 2: As part of the evaluation, the ILO Statistics Department conducted some analysis that ultimately was not included in the report. The analysis brought to the evaluation team's attention that the typology of sectors used by SECTOR is different from the International Standard Industrial Classification of All Economic Activities (ISIC Rev. 4), which is used by the United Nations – including the ILO's Statistics Department. This way of working is very inefficient. The lesson to be learned is that simpler is often better. If SECTOR adopted the ISIC Rev. 4 typology it would make it easier for the ILO to compare its sectoral work to external benchmarks and to communicate the results of the ILO's sectoral work to external audiences.

Lesson 3: A final lesson to be learned is the value of taking a systems approach to sector-specific decent work. The P&B and the SAP are outputs of two very different sub-systems within the ILO. If the Governing Body decides to harmonize the two outputs, which is one

of the recommendations in the following section, it will probably require somehow integrating the two sub-systems and merging their processes.

Recommendations

Recommendation 1: In order to address the “dual management” issue, the P&B and the SAP strategies for sector-specific decent work should be harmonized.

Recommendation 2: Roles and responsibilities for management and governance of the ILO’s sectoral work should be reviewed and clarified.

Recommendation 3: Ways to integrate SECTOR and Better Work, which currently work separately, should be explored in order to realize synergies and economies of scale.

Recommendation 4: A recently concluded gender audit recommended that more attention to gender equality may positively affect the gender mainstreaming performance of SECTOR. The evaluation team supports that recommendation.

Recommendation 5: As a way of getting its work out into the field, SECTOR and the International Training Centre (ITC) should continue to collaborate on sectoral activities, and in particular those that take place in the regions.

Recommendation 6: In order to integrate the sectoral work of the various units that contribute to Outcome 13, where and when appropriate, the ILO should consider a sector-based approach to Decent Work Country Programmes.

Recommendation 7: The ILO should continue to seek a balance between the sector-specific perspectives required by the constituents and the more cross-sectoral orientation of many of the ILO’s technical departments.

Recommendation 8: The P&B results framework for measuring the contribution to sector-specific decent work should be reviewed to promote collaboration among departments contributing to decent work at the sectoral level and to reduce competition.

Recommendation 9: The Strategic Management Module could be reviewed to accommodate useful quantitative and qualitative monitoring information that appropriately values the cross-cutting nature of the ILO’s sector-specific decent work.

Recommendation 10: SECTOR should specifically define follow-up and clearly communicate how it will proceed following a sectoral meeting in order to improve the impact of its work.

Recommendation 11: The difficulties of valuing its sectoral work, which is, by and large, normative in nature, may require the ILO to do research and development on methods that allow such work to be appropriately valued in the UN development system of the future.

1. Introduction

Governance-level evaluations aim to generate insights into organizational-level performance within the context of the results-based management (RBM) system. These evaluations contribute to high-level decision-making about policies, strategies and accountability. Strategy and Decent Work Country Programme (DWCP) evaluations are two types of high-level evaluations, managed and commissioned by the Evaluation Unit (EVAL).

ILO senior management and the Governing Body participate in the process of identifying priorities for evaluation and determining the timing and intended uses of each high-level evaluation. According to the ILO's Evaluation Strategy for 2011–15, a rolling three-year evaluation programme of work with proposed high-level evaluation topics is to be presented to the GB each November; this plan is to be updated annually.

In March 2011, the GB considered a general discussion of decent work in global supply chains among the proposals for the 101st Session of the International Labour Conference (2012).² In anticipation of the general discussion, EVAL proposed a three-year rolling workplan that included an evaluation of the ILO's "decent work in global supply chains (Better Work and sectoral lens)" strategies through an evaluation of Outcome 13. The workplan was approved by the Programme, Financial and Administrative Committee (PFAC) during the 312th Session of the Governing Body (2011).

Ultimately, the GB did not approve the proposal for a global supply chain discussion at the ILC; therefore, in consultation with constituents and other stakeholders, the focus of the high-level evaluation was narrowed down to the contributions of the Sectoral Activities Department (SECTOR) and the Better Work programme (BW) toward Outcome 13 (sector-specific decent work). The evaluation will also look at the contribution of other units and departments to the ILO's strategy of promoting decent work at the sectoral level.

This evaluation report is structured as follows: subsequent to this introduction, the process used to conduct the evaluation is explained. Then, there are several sections in which evidence is presented. These are followed by the specific findings on the five evaluation criteria. Finally the conclusions, recommendations and lessons learned are discussed. The annexes, including two case studies, complete the report.

2. Evaluation process

2.1 Purpose, scope and clients

The purpose of this evaluation is to assess the effectiveness and impact of the ILO's strategy for achieving sector-specific decent work, as stated in the ILO Strategic Policy

² ILO: *Agenda of the International Labour Conference*, Governing Body, 310th Session, Geneva, Mar. 2011 (GB.310/2).

Framework 2010–15. In addition, the evaluation seeks to provide an account to the Governing Body regarding the strategy results. The point of departure for the evaluation was the strategy as described in the Programme and Budget (P&B) for 2010–11 and 2012–13, and reiterated in the relevant outcome-based workplans – taking into account the evolution of ILO’s strategy from the previous biennia (2006–07 and 2008–09), i.e. the start of the ILO Strategic Policy Framework 2006–09 through to 2012 (see Annex 2).

Although the strategy for achieving Outcome 13 requires the contribution of a number of different ILO units and departments, as well as that of different external actors, the Sectoral Activities Department (SECTOR) – together with the Better Work programme – plays a predominant role in implementing the strategy.

For this reason, the evaluation seeks to understand, assess and communicate through this report how the work of SECTOR and BW contributes to the development and implementation of a sector-specific approach to decent work.

The scope of the evaluation includes coverage of the period from 2006–07, when SECTOR was restructured, up to the current 2012–2013 biennium, during which time SECTOR was again reorganized. However, the evaluation team found that, over time, as RBM was implemented with increasing rigour, the issues discussed in this report became more acute. Therefore, the evaluation team focused on the more recent biennia.

The evaluation does not assess the overall performance of SECTOR or BW, or any other unit or department of the ILO. Nor does the evaluation assess individual performance, and no inferences on personal performance should be drawn from this evaluation.

The principal clients for the evaluation are the ILO’s Governing Body and the Office – particularly the Sectoral Activities Department and the Better Work programme. The evaluation was managed by the ILO Evaluation Unit in close coordination with SECTOR and BW. The evaluation team consisted of three people: one external evaluation consultant, an ILO Senior Evaluation Officer and an intern from EVAL.

2.2 Evaluation criteria and related questions

ILO high-level evaluations usually focus on the relevance and validity of a strategy, its efficiency and effectiveness, the impact of the results and the potential for sustainability. For each criterion, two or three specific evaluation questions serve to focus data collection. As the evaluation progresses and issues come to light, questions are adjusted and expanded so as to gather meaningful and timely data.

Relevance

- How did the sectoral approach to decent work evolve over time?
- How well did the outcome strategy respond to the priorities and needs of constituents?

Validity

- How well is the outcome strategy aligned with the ILO's Strategic Policy Framework?
- How well does the outcome strategy build on the ILO's ability to deliver products and services at a lower opportunity cost than its strategic partners (comparative advantage)?
- To what extent is the way in which the outcome is expressed in the P&B logical and evaluable?

Efficiency

- There is a strategy expressed in the Strategic Policy Framework. Was there an operational plan, too? If so, how efficiently was the operational plan carried out?
- How were elements of the strategy funded? How did this influence implementation?

Effectiveness

- To what extent has Outcome 13 been achieved?
- What was the relative effectiveness of the strategy elements to achieve Outcome 13?
- How did activities under other P&B outcomes interact with strategy elements to realize Outcome 13?

Impact

- How did the ILO build the capacity of tripartite constituents to realize Outcome 13?
- How has the ILO coordinated with strategic partners to achieve greater impact?

Sustainability

- What recommendations and lessons could be offered to improve the sustainability of Outcome 13 results?

2.3 Methodology

2.3.1 Approach

The evaluation uses a Mixed Methods approach, which means that evaluative assessments may be framed by causal, systemic and normative constructs. For example, evaluative judgements based on a criterion such as effectiveness use a causal construct to judge value, i.e. to what extent are the observed achievements under Outcome 13 of a “sector-specific approach to Decent Work” (effect) a result of the strategy that is implemented under Outcome 13 (cause)?

In another instance, the valuing of efficiency is often best based on a systemic construct, e.g. *how well do different parts of the system such as units and departments collaborate to exchange information, exploit synergies and minimise overlaps and duplications?*

A criterion such as relevance may be assessed from a normative perspective, e.g. *to what extent are the activities implemented under Outcome 13 – such as those to advocate for and facilitate social dialogue – consistent with principles and policies of the institution as expressed in documents such as the ILO Declaration on Social Justice for a Fair Globalization?*

The evaluation also uses an interactive approach with programme management and staff involved in activities related to the implementation of the strategy for Outcome 13 in order to support the evaluation process, capitalize on insights that arise as part of these interactions and to check on the reliability of findings through triangulation of data sources.

The approach is also extended to stakeholders with interest and involvement in the implementation of the strategy for Outcome 13, both internal to ILO administration, such as the Bureau of Programming and Management (PROGRAM), and external to ILO administration, such as tripartite constituents.

2.3.2 Design

The evaluation used an emergent design, consistent with a Mixed Methods approach, which reflected the fact that the strategy relative to Outcome 13 has evolved significantly over the period covered by the evaluation, as have the factors of implementation.

The design allows for the development of evidence-based understanding of the ILO's strategy to achieve a sector-specific approach to decent work for the purpose of providing the Governing Body with meaningful information for governance, i.e. improve rather than prove.

2.3.3 Data collection methods

The evaluation used document analysis, semi-structured interviews, direct observation, surveys and two case studies to collect data.

The document analysis focused on 193 documents relevant to the evaluation questions and scope. The documents included high-level strategic documents, Governing Body documents, ILO circulars, Decent Work Country Programme documents and reports and evaluation reports. The list of documents reviewed may be found in Annex 1.

Interviews of 68 stakeholders comprised mainly of ILO staff and constituents were carried out in person and by phone, and when useful follow-up meetings were held.

The evaluation involved direct observation of three outcome-based workplan first reviews, the purpose of which was to assess the selection of target CPOs and initial progress in the new biennium 2012–13.

The GUF and IOE sectoral partners were surveyed using a web-based questionnaire, as were SECTOR'S specialists. Data from the surveys were integrated into the findings of the evaluation where relevant.

A case study was conducted of SECTOR support to collective bargaining and dispute resolution in the public sector using the Success Case Method. Another, more traditional, case study was conducted of the Decent Work Pilot Programme that was carried out in the textile sector in Morocco.

The evaluation complied with the *UN Evaluation Group Norms and Standards for Evaluation* and the *Organization for Economic Co-operation and Development–Development Assistance Committee (OECD-DAC) Evaluation Quality Standards*.

2.4 Limitations

The evaluation's limitations stem from two sources. First, the limitations of the P&B results framework did not allow contributions from the various ILO units to be measured in a systematic manner. Therefore, the effectiveness of the ILO's Outcome 13 "strategies" cannot be accurately determined.

Second, despite the fact that the evaluation team reviewed 193 documents, it was not able to obtain all of the documents that it required. In particular, it was not able to obtain information on exactly how SECTOR allocates its budget.

3. Overview

The ILO has a long history of supporting the importance of social justice. This concept was broadened to include the Decent Work Agenda in 1999, under the leadership of Director-General Juan Somavia³ (figure 1). The Decent Work Agenda includes four strategic objectives:

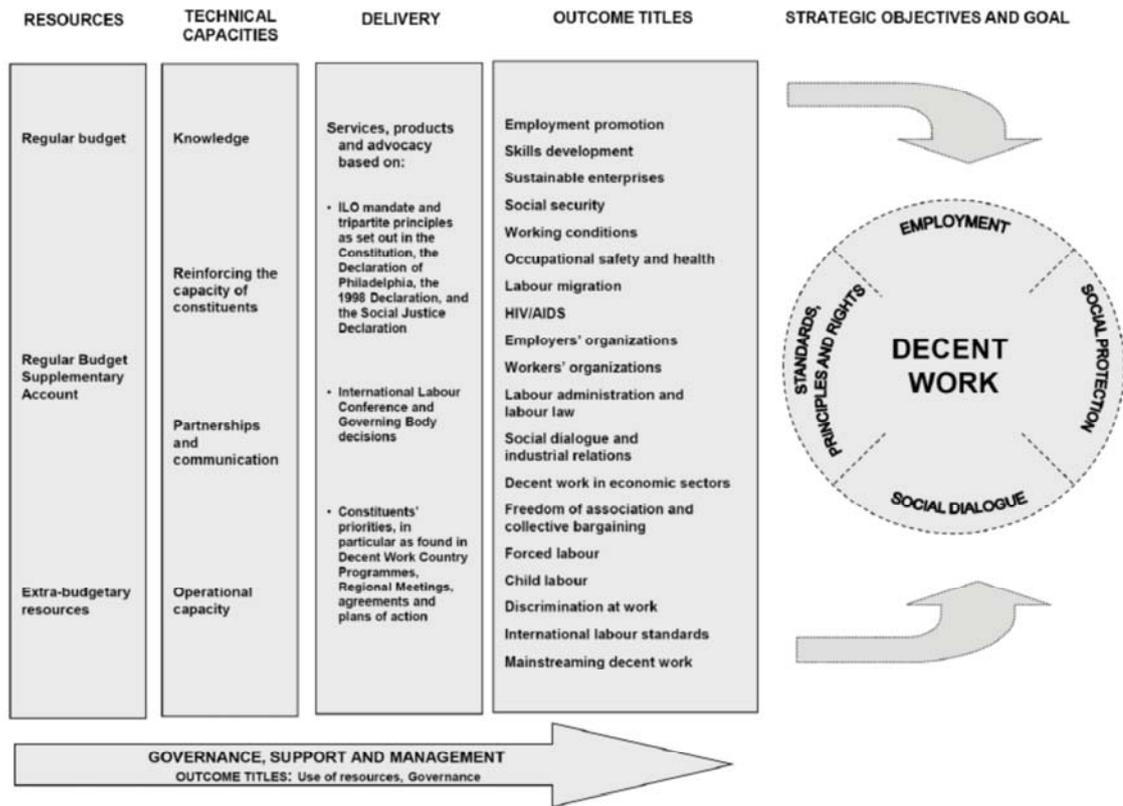
- to promote and implement the standards and fundamental principles and rights at work;
- to enhance the opportunities for men and women to obtain decent employment and wages;
- to expand the scope and heighten the effectiveness of social protection for all;
- to strengthen tripartism and social dialogue.

The ILO Declaration on Social Justice for a Fair Globalization, adopted in 2008, further expanded upon these four objectives and reinforced them stating that they are "inseparable, interrelated, and mutually supportive".⁴

³ Juan Somavia, *ILO Director-General (since 1999)*. ILO Department of Communication and Public Information website: www.ilo.org/public/english/support/lib/century/index6.htm [accessed 10 Sep. 2012].

⁴ ILO: "ILO Declaration on Social Justice for a Fair Globalization, Director-General's announcement", in *IGDS* (2008, No. 36, Version 1, 13 Aug.).

Figure 1. Strategic Framework for 2010–15



Source: ILO. 2009. Programme and Budget for the Biennium 2010–11 (Geneva).

3.1 Strengthen tripartism and social dialogue via a sector-specific approach

The Strategic Policy Framework is the ILO’s medium-term planning document articulating the strategic orientation of the organization.⁵ A goal that has been reflected in the last three SPFs (albeit in different ways) is a sector-specific approach to decent work. This goal contributes to the strategic objective to strengthen tripartism and social dialogue. The current SPF states that:

Industries and services have their own specific sets of issues, just as individuals have when tackling occupational challenges. Recognizing this principle, the ILO pursues a sectoral approach that translates high-level policy advice into practice where impact is needed: the workplace. Sectoral work will focus on reinforcing the integration of economic, social and environmental dimensions. Central to this strategy will be the involvement of constituents. As set out in the Social Justice Declaration, the Organization will, as appropriate and in consultation with representative national and international organizations of workers and employers, reach out to other non-state entities and economic actors, such as multinational enterprises and global union federations. The involvement of intergovernmental organizations with a sectoral focus (such as the FAO,

⁵ ILO: *Strategic Policy Framework 2010–15: Making decent work happen*, Governing Body, 304th Session, Mar. 2009 (GB.304/PFA/2(Rev.)).

WHO, IMO or UNWTO), multinational enterprises and their suppliers, and ministries that do not normally work directly with the ILO, is another important element in mainstreaming the Decent Work Agenda in member States and throughout the multilateral system.

3.2 Strategic planning at the ILO

The broad goals and indicators contained in the SPF are operationalized through P&B documents that are elaborated on a biennial basis. Over the past decade, there have been changes in the way that this operationalization has taken place. The four P&B covered in this evaluation (2006–07, 2008–09, 2010–11 and 2012–13) show an evolution from operational objectives to intermediate outcomes.

During the 2008–09 biennium, the P&B contained 14 intermediate outcomes that supported the strategic objectives. Intermediate Outcome 4d was stated as “Sectoral social dialogue promotes the improvement of labour and social conditions in specific economic sectors”.⁶ In support of the Intermediate Outcome 4d were Immediate Outcomes 4d.1 and 4d.2.

Immediate Outcome 4d.1 was stated as “increase the level of consensus on social and labour issues in specific economic sectors”. Immediate Outcome 4d.2 was stated as “increase constituent capacity to develop policies or programmes focused on improving labour and social conditions in specific sectors”.

Outcome 13, the object of this high-level evaluation, corresponds to the former Intermediate Outcome 4d and states “a sector-specific approach to decent work is applied”.⁷ The sectoral approach translates high-level policy advice into practice where impact is needed: the workplace.

3.3 Outcome 13

An important finding of the evaluation is that, in addition to the de jure “strategy” for sector-specific decent work expressed in Programme and Budget and reiterated in the Outcome-based Workplan, there is also a de facto “strategy” contained in the Sectoral Activities Programme (SAP) approved by the Governing Body for each forthcoming biennium.

The evaluation team found that both the P&B and the SAP have complex issues associated with them that are discussed in the following subsections of the report.

3.3.1 Programme and Budget “strategy”

According to the P&B 2012–13, the current strategy to achieve results under Outcome 13 revolves around two key objectives:

- targeted assistance for the ratification and implementation of sectoral conventions at country level, with emphasis on those standards dealing with the

⁶ ILO. 2007. Programme and Budget for the Biennium 2008-09 (Geneva).

⁷ ILO. 2009. Programme and Budget for the Biennium 2010-11 (Geneva).

most hazardous occupations, for instance, agriculture, construction, shipping, fishing and mining; and

- support for the promotion of sectoral social dialogue, in particular by building consensus on key sectoral issues and by strengthening the capacity of national constituents, also through sectoral action programmes and training activities at national level. In this regard, the Better Work programme, with its strong emphasis on improving worker-management cooperation, working conditions and social dialogue, will be an important pillar in the ILO’s strategy to achieve this outcome.⁸

The outcome is accompanied by the indicators, targets, and measurement criteria shown in table 1.

Table 1. Outcome 13 indicators and measurement criteria

Indicator	Baseline and target	P&B 2012–13 measurement criteria
13.1 Number of member States that, with ILO support, implement sectoral standards, codes of practice or guidelines	Baseline: 19 member States Target: 15 member States	Ratification of a sectoral Convention Adoption of a law or regulations that implement main provisions of a sectoral standard, sector-specific code of practice or guideline.
13.2 Number of member States in which constituents, with ILO support, take significant action for a specific sector to advance the Decent Work Agenda	Baseline: 5 member States Target: 11 member States	A national, regional or local policy or plan of action is put in place with adequate funding to implement recommendations or conclusions of ILO sectoral meetings. A tripartite assessment and improvement system is established at the sectoral level that confirms increased compliance with international labour standards, including core international labour standards, and improved working conditions of workers in the sector.

The evaluation team found that the P&B’s results framework, described above was not able to measure equally well the contributions of various ILO units to sector-specific decent work. For example, the logical framework of the Better Work project, which contains a developmental goal, intermediate objectives, outputs and activities, made it relatively easy to measure BW’s contribution to Indicator 13.2 of the P&B results framework.

However, the evaluation team also found that the results framework was not able to measure equally well the contributions of the Sectoral Activities Department and other ILO units. The problem is primarily due to the disconnection between the results-based P&B and the activities-based SAP.

⁸ ILO. 2011. Programme and Budget for the Biennium 2012-13 (Geneva).

The activities contained in the SAP do not necessarily contribute in a direct and measurable manner to changes measured by the indicators for Outcome 13 in the P&B. There were also technical problems with the manner in which the indicators and, in particular, the measurement criteria were formulated. This led the evaluation team to conclude that, in general, the P&B indicators have poor construct validity for measuring the results under Outcome 13.

The evaluation team also found that the linking of resources to Outcome 13 in the OBW was not presented as a result of the “strategy,” i.e. of explicit strategic choices and allocations that, among other things, take into account the SAP. It was difficult for the team to identify clear linkages between the Outcome, strategic analysis, strategic priorities, operational planning and resource allocation.

3.3.2 Sectoral Activities Programme “strategy”

The older and historical “strategy” for achieving sector-specific decent work is the Sectoral Activities Programme (SAP) document. The SAP document contains the proposals for the ILO’s sectoral work during the following biennium, which is submitted for discussion and decision by the constituents at the GB.

Information obtained by the evaluation team through interviews with key stakeholders and carefully triangulated to establish its validity, suggests that the SAP proposals for the 2010–11 and 2012–13 biennia were made by the constituents to SECTOR with partial consultation with the Office.

Furthermore, sectoral advisory bodies – made up of the IOE and ITUC coordinators, representatives from relevant GUFs, IOE sectoral partners and governmental regional coordinators, work very closely with the sectoral specialists to determine the scope of work. A view that was repeatedly expressed to the evaluation team is that this is the mechanism that workers and employers use to manage sectoral activities.

Approval of the SAP by the Governing Body creates a mandate for the Office to carry out detailed sectoral activities, with all of the corresponding allocations that have to be made within the budget. As such, the Sectoral Activities Programme proposals and the sectoral advisory bodies are the major drivers of SECTOR’s work – planning, organizing, leading and controlling the work – in other words, of management.

3.3.3 SAP and P&B

In terms of strategic relevance, the current system of having one set of workplans developed under an Office-wide procedure for the preparation of the programme and budget, while the work to be done for sectoral activities is planned under a different and autonomous procedure, creates a risk of incoherence between work to be done for the sectoral activities and other regular programme work.

The evaluation found that having two “strategies” constitutes a management challenge for SECTOR. Arguably these separate procedures can isolate the Sectoral Activities Department from the Organization’s priorities. The response of SECTOR appears, at this

stage, to be mixed. It appears that SECTOR’s management is currently working diligently to bring the different guidances into alignment.

The activities that flow from the P&B and the SAP are not necessarily incompatible. In support of this evaluation, a Success Method case study of a SECTOR initiative was conducted (box 1). This initiative represented a noteworthy attempt to integrate instructions from both the P&B and the SAP. Therefore, the evaluation team believes that it may be possible to reconcile the two “strategies” into one.

Box 1

**Case study: Collective bargaining and dispute resolution
in the public service sector**

As part of the high-level evaluation of the ILO’s strategy for achieving sector-specific decent work, the evaluation team conducted a Success Case Study of the Public Service Sector specialist’s efforts to develop a manual on collective bargaining and dispute resolution.

The purpose of the study was to determine how, if at all, participants in a Turin Centre workshop to validate the manual had used the information over the past year, what results they had achieved, and what were some of the contextual factors involved.

The study found that this initiative represented a noteworthy attempt to integrate instructions from the Sectoral Activities Programme and those from the Programme and Budget.

In addition, the study found that the two organizations studied (one from the Americas and the other from Asia) were resource-challenged. However, the more successful organization was somehow able to find a way to translate and adapt the materials that it had received at the validation workshop and to use them to mobilize, train its members and promote solidarity.

The less successful organization was, unfortunately, not able to translate and adapt the materials on its own and was, therefore, obliged to wait until it could receive the translated manual from ILO headquarters.

4. Sector

Despite the competing “strategies” in the P&B and SAP, the evaluation team found evidence of sector-specific decent work. This chapter describes the contribution of the Sectoral Activities Department. In subsequent chapters, the contributions of Better Work and other ILO units will be described.

The objective of SECTOR is to promote social dialogue at the sectoral level and to facilitate the exchange of information among the ILO’s constituents on labour and social developments concerning particular economic sectors.

In order to accomplish this objective, SECTOR has specialists who provide support to constituents in 22 industry and services sectors that, in turn, were grouped into eight clusters in 2007, and are currently grouped into three teams, namely Natural Resources and Industries, Public and Private Services, and Maritime and Transport (table 2).

Table 2. Organization of the Sectoral Activities Department

Agriculture, food and forestry	Agriculture, plantations, other rural sectors Food, drink, tobacco Forestry, wood, pulp and paper
Manufacturing	Basic metal production Chemical industries Mechanical and electrical engineering Transport equipment manufacturing Textiles, clothing, leather, footwear
Infrastructure, construction and related sectors	Construction
Public service, utilities and health	Health services Public service Utilities (water, gas, electricity)
Education and research	Education and research
Energy and mining	Mining (coal, other mining)
Private services sectors	Commerce Financial services, professional services Hotels, catering, tourism Media, culture, graphical Postal and telecommunications services
Maritime and transport	Shipping, ports, fisheries, inland waterways Transport (including civil aviation, road transport and railways)

4.1 Highlights of SECTOR's activities

4.1.1 Sectoral meetings

Sectoral meetings were formerly scheduled on a rotational basis, with most sectors having a meeting once every four years. During the November 2006 meeting of the GB, some members of the former Governing Body Committee on Sectoral and Technical Meetings and Related Issues (STM) observed that the automatic rotation of activities among 22 sectors resulted in long delays before urgent sectoral issues could be addressed, and it oversimplified and underestimated the actual number of sectors.

During the March 2007 meeting of the Governing Body,⁹ the Committee expressed its interest in clustering or grouping sectors as an alternative to the current system of rotation. Such an approach was thought to offer an alternative to the current rotation system. The schedule of sectoral meetings for 2008–11 can be found in Annex 3. The table shows a

⁹ ILO: *Future orientation of the Sectoral Activities Programme and proposals for activities in 2008–09*, Governing Body, 298th Session, Geneva, Mar. 2007, GB.298/STM/1.

high volume of meetings. This high volume may contribute to follow-up issues that are discussed elsewhere in the report

- During the Maritime Labour Conference (Geneva, 2001), the Joint Maritime Commission adopted a resolution (the “Geneva Accord”) to move forward to the formulation of a major new maritime labour convention through a series of preparatory meetings organized by the International Labour Standards Department (NORMES) and SECTOR. The **Maritime Labour Convention, 2006** (MLC 2006) adopted by the International Labour Conference is a direct result of that event. NORMES and SECTOR have been supporting the implementation of an Action Plan, adopted in 2006, to achieve rapid and widespread ratification. The Action Plan has contributed to the ratification process of the MLC by 25 countries.
- The Tripartite Meeting on Safety and Health in the Fishing Industry (Geneva, 13–17 December 1999) recommended, inter alia, that certain existing ILO standards for fishers should be updated. Based on this recommendation, the Office submitted a proposal to the Governing Body, which decided, at its 283rd Session (March 2002), to place on the agenda of the 92nd Session of the ILC a comprehensive standard (a Convention supplemented by a Recommendation) on work in the fishing sector. The **Work in Fishing Convention, 2007 (No. 188)** and the **Work in Fishing Recommendation, 2007 (No. 199)** were adopted by the ILC in June 2007. At the request of the GB, SECTOR is implementing an awareness-raising campaign in the current biennium to promote the ratification of Convention No. 188, as part of the Action Plan adopted by the GB in the previous biennium.
- In March 2011, the GB mandated SECTOR to promote the ratification and implementation of the Labour Relations (Public Service) Convention, 1978 (No. 151), which has been ratified by only 48 member States (the last three being in 2010). As a result of consultations with the Decent Work Teams in Budapest, San Jose, Brasilia, Manila and Pretoria, seven countries are currently the subject of gap analyses between the Convention and national legislation with a view to defining their needs to comply with the Convention, and by the end of 2013 will either ratify the Convention or have a plan of action to implement it.

4.1.2 International policy-making meetings

In addition to conducting its own meetings and forums, SECTOR provides inputs to major international policy-making organs and high-level meetings. Two such examples are described below.

- As part of the Office’s contribution to the G20 global employment policy-making, SECTOR, in collaboration with the Skills and Employability Department (EMP/SKILLS), developed a global policy package: A Skilled

Workforce for Strong, Sustainable and Balanced Growth,¹⁰ which was subsequently discussed at the G20 Summit and ministerial meetings. For its preparation, SECTOR organized the Upskilling out of the Downturn: Global Dialogue Forum on Strategies for Sectoral Training and Employment Security, Geneva, 29–30 March 2010. A cross-sectoral background paper was prepared to provide the elements for the G20 discussion.

- Similarly, SECTOR participated in preparatory work and contributed to the last three T20 ministerial meetings (of G20 Ministers of Tourism and Heads of Delegation of G20 member countries) in Seoul (2010), Paris (2011) and Merida, Mexico (2011), which highlighted the role of the tourism sector in global economic development and poverty reduction.

4.1.3 Technical cooperation

SECTOR has a modest number of technical cooperation projects. Below, two notable exceptions are described. The management of SECTOR stated during interviews with the evaluation team that the Department would attempt to address this situation in the future.

- The development objective of the Portworker Development Programme (PDP) is to enable governments, port authorities, private port operators and training institutes to establish effective and systematic portworker training schemes, designed to improve cargo-handling performance, working conditions and practices, safety, and the status and welfare of portworkers. In order to accomplish its objective, specially trained instructors present 30 training units (around 1000 hours) and supportive materials based on best international practice. The programme is being developed in more than 70 countries worldwide.¹¹
- The technical cooperation project “Promoting of sustainable and rational development of fishing sector” (INT/07/16M/SPA) was implemented in Ecuador, Peru, Guinea Bissau, Mauritania, Morocco and Senegal from 2008–10, with funds from the Government of Spain. A final independent evaluation found that, despite the difficulty of managing a project with a broad geographical scope and poorly defined programme logic, the project had made good progress towards its goals and that management was satisfactory.

4.1.4 Technical support

While SECTOR may have a modest amount of technical cooperation funding, it provides a substantial amount of technical support on sectoral labour issues. During the Africa Region’s Outcome Based Workplan First Review that members of the evaluation team

¹⁰ *A skilled workforce for strong, sustainable and balanced growth: A G20 training strategy*, Geneva, ILO, 2011, www.ilo.org/wcmsp5/groups/public/---dgreports/---integration/documents/publication/wcms_151966.pdf [accessed 10 Sep. 2012].

¹¹ *Training materials. Portworker Development Programme*, ILO, SECTOR, 2012, www.ilo.org/sector/Resources/training-materials/WCMS_161227/lang--en/index.htm [accessed 20 Sep. 2012].

attended, SECTOR was commended for “not having to own the Country Programme Outcomes for which it provides technical support.” Below are descriptions of some of the technical support that SECTOR has provided:

- Initiatives developed by SECTOR contributed to the setting up of the Green Jobs Programme. For instance, in collaboration with the Programme, technical backstopping was provided to the project on green jobs in socialized housing in the Philippines, which entailed changing the building materials used following an agreement with the National Housing Association to incorporate such materials. Under the project, a manual on *Formulating Projects and Studies Concerning Labour Issues in Greening the Sectors of the Built Environment* was used as a basis for the formulation of the "Green Guide". The Manual will be disseminated to other countries. As part of the green jobs initiatives being developed in Brazil, SECTOR and the Job Creation and Enterprise Development Department (EMP/ENTERPRISE) provided support to a study on demand and supply for skills training for the installation of solar panels in the public housing programme "Minha Casa, Minha Vida". The housing programme accepted the recommendations and the ILO has been invited to take part in the policy-making group on solar equipment (*grupo solar*).
- SECTOR has done extensive work at the country level on shipping and fishing. Recent examples include training events for ship inspectors in the Philippines and Oman, and seminars and workshops in India and Thailand that are leading to changes in national legislation and probable ratification of international labour standards.
- In 2010–11, HealthWISE was developed as a draft instrument to improve working conditions and occupational safety and health (OSH) in health sector workplaces. It was piloted in Senegal and the United Republic of Tanzania in 2011; the pilot results were very positive, and participants were enthusiastic. In Senegal, the Ministry of Health declared its commitment to a national rollout of HealthWISE, once finalized. In the United Republic of Tanzania, the Ministry of Health has included the HealthWISE methodology in the “Tanzania Quality Improvement Framework in Health Care 2011–2016” and has requested ILO assistance to support its initiative to improve OSH and working conditions at national level in the health sector.

4.1.5 Action programmes

The *ILO Programme Implementation Report 2010–11* contains Indicator 13.2 results for 18 countries (16 of which had a CPO linked to the Indicator). Seven (39 per cent) were associated with the work of SECTOR. In each of the seven countries, SECTOR’s means of action was action programmes.¹² Below are descriptions of some of the action programmes that were developed in selected sectors and countries:

¹² It should be noted, however, that GB.298/STM/1 mandates that sectoral action programmes be phased out by SECTOR.

- Construction Action Programme (CAP): The underlying approach of the CAP is to use the process of social dialogue in construction as a means to achieve the long-term objectives. In the United Republic of Tanzania, the CAP helped to include OSH regulations in the new procurement policies of the central government. The CAP has been succeeded by a project (US\$500,000) funded by the UK Department for International Development (DFID) on construction workers rights related to OSH. In Egypt, the ILO Subregional Office (SRO) has chosen the construction industry as a priority for the Decent Work Country Programme after the CAP execution. In India, the CAP led to three workshops and two working groups on construction organized by the Government. A special group has been established under the Prime Minister's office to look at the implementation of the Building and other Construction Workers' (Regulation of Employment and Conditions of Service) Act.
- After the CAP, the SRO in India chose the construction industry as a priority for the Decent Work Country Programme. In Ghana, the Institute of Local Government Studies, contracted by SECTOR to carry out the CAP training activities in the pilot districts, later volunteered to provide such activities to other districts in the country without ILO funding. The central government includes regulations regarding labour-based techniques in the new procurement policies. In Brazil, after the CAP, the ILO SRO chose the construction industry as a priority for the Decent Work Country Programme. The CAP inspired construction-led Decent Work Municipal Agendas such as in Diadema, Sao Bernardo and Santo Andre.
- The Action Programme on Improving Competitiveness and Productivity in the Textile, Clothing and Footwear (TCF) Sectors, which was implemented in Morocco, ended last biennium. The Programme, adopted by the Governing Body, aimed to support the TCF sectors to adapt to the stiffer international competition anticipated with the phase out of the Multi-Fibre Agreement (MFA). In this context, the Programme supported the tripartite partners in the formulation and adoption of a national action plan, as well as the creation of the bipartite sectoral committee, the only one of its kind, for the Textile and Clothing Sector. In 2009, the tripartite steering committee also adopted the Road Map for employment in the textile and garment sectors.
- Action Programme on Strengthening Social Dialogue in the Utilities Sector: The overall aim of the Programme, which began in 2008–09 and was due to end in 2011 but has now been extended, is to assist governments and the social partners, through ILO's expertise in social dialogue, in developing joint strategies and actions to extend and improve the efficiency of these fundamental services. SECTOR worked with the Decent Work Teams in Abuja, Lima and Lusaka, and began activities in Nigeria, Malawi and Peru. The Action Programme was subsequently expanded to include the Philippines. All four countries have now agreed to develop permanent mechanisms for sectoral social dialogue, and are at different stages in implementing that decision.

4.1.6 Global products

Office Directive number 135, which was issued in 2010, vaguely defined global products as “series of specific outputs that, taken together, deliver a major ILO product or package of services”.¹³

During the 2010–11 biennium, SECTOR contributed to two global products (GPs) that were described in the Outcome-based Workplan. Each GP had a number of activities linked to it in IRIS – the ILO’s financial management software.¹⁴ Some of these activities are described in table 3.

Table 3. GP1 (GLO601) – Developing constituents’ capacity to achieve decent work in a changing sectoral environment¹⁵

GLO601	NA	SECTOR	RBTC	Developing constituents' capacity to achieve decent work in a changing sectoral environment
GLO601	INT/03/01/KOR	SECTOR	XBTC	Research Expert
GLO601	INT/07/16/SPA	SECTOR	XBTC	Decent Work in the Fishing Sector in African and Latin American Countries
GLO601	INT/98/01/INT	SECTOR	XBTC	Portworker Development Programme
GLO601	GLO/09/10/UNT	STATISTICS	XBTC	Project on the Measurement of Employment and Decent Work in the Tourism Industries

NA = not available.

Toolkit on poverty reduction through tourism

In collaboration with the UN World Tourism Organization (UNWTO), the World Travel and Tourism Council (WTTC) and the International Hotels and Restaurants Association (IHRA), the ILO developed a toolkit on poverty reduction through tourism. The toolkit aims to assist developing and least developed countries to create a sustainable tourism industry based on decent employment. It is oriented towards small- and medium-sized enterprises (SMEs) and local communities in rural areas and has been validated by tripartite constituents from Bangladesh, Ghana, Lao People’s Democratic Republic, Lesotho and Nepal.

¹³ “ILO: Outcome-based workplans, Office Directive”, in *IGDS* (2010, No. 135, Version 1, 7 Jan.).

¹⁴ Information on projects tied to global products provided by BUDFIN and PARDEV for 2008–2011.

¹⁵ This GP refers to the 2010–11 biennium. The evaluation team requested a copy of the 2012–13 OBW containing the current GP without success.

Table 4. GP1 (GLO602) – Furthering the Decent Work Agenda through the promotion of sectoral standards

GLO602	SAF/AE/01/BEL	PROGRAM	XBTC	Associate Expert for Decent Work Country Programmes
GLO602	INT/00/21/ITF	SECTOR	XBTC	International Programme for the Promotion of Decent Work in the Maritime Industry

New Code of Practice on Safety and Health in Agriculture

A new ILO Code of Practice on Safety and Health in Agriculture was adopted at a sectoral Meeting of Experts in October 2010 and was published in 2011. The code is intended to: raise awareness of the hazards and risks associated with agriculture and to promote their effective management and control; help prevent occupational accidents and diseases, and improve the working environment in practice; encourage governments, employers, workers and other stakeholders to cooperate to prevent accidents and diseases; and promote more positive attitudes and behaviour towards OSH in agriculture. It has been piloted in Zimbabwe.

4.1.7 Sector country profiles

Growing from a partnership between SECTOR and the Department of Statistics (STATISTICS), sector country profiles have been developed to provide a “succinct snapshot of the multidimensional and sectoral nature of decent work at the country-specific level”.

Because SECTOR does not have field presence, the aim was to develop information that would help country offices understand key sectors in their country and those of their trading partners.

Each of the profiles highlights three sectors that are most relevant to the specific country and provides key information on economic growth and job creation. These documents contain data, but also present charts that can be easily understood by a wide audience. Facts on national trends in employment and value added to gross domestic product (GDP) are included as well. The 23 recently completed profiles can be accessed on SECTOR’s public website.

Although the profiles have only recently been completed and made accessible, their development began in 2009. Due to lack of comparable statistical information, SECTOR stepped into the data collection role and initially gathered figures for 65 countries.

The project encountered hurdles including issues of funding, staffing and technology – all of which impeded its progress. The sector country profiles undertaking gives an example of an ultimately successful partnership, but also highlights some of the difficulties such initiatives can face in terms of programming and resourcing. The evaluation found that the initiative’s current situation is unclear in terms of continued funding.

5. Better Work

The Better Work programme is a partnership between the ILO and the International Finance Corporation (IFC). Its strategy is to focus on improved labour standards compliance and competitiveness in global supply chains in the textile sector.

The fact that the Better Work programme should be under the umbrella of Outcome 13 is more a consequence of its organizational positioning in the ILO than for strategic and operational reasons. A standalone programme that is entirely financed outside the regular budget, it functions relatively autonomously with only minimal contact and coordination with SECTOR.

The evaluation team found that the BW programme makes an outstanding contribution to Outcome 13. The *ILO Programme Implementation Report 2010–11* contains Indicator 13.2 results for 18 countries (16 of which had a CPO linked to the Indicator). Out of the 18, four (22 per cent) were associated with BW.

The evaluation team verified the Programme Implementation Report (PIR) results by reviewing Better Work country project evaluation reports for Cambodia, Jordan and Viet Nam. Summaries of these reports can be found in Annex 4. Evaluations are being conducted in Haiti and Lesotho. However, the reports were not finalized in time for inclusion in this evaluation.

In addition to its support of CPOs, the BW programme also developed leveraging tools for the global products listed in table 5.

Table 5. GP3 (GLO604) – Better Work – leveraging tools

GLO604	GLO/06/20/IFC	ED/DIALOGUE	XBTC	BW	Improving enterprise performance and labour standards in global supply chains
GLO604	GLO/08/07/MUL	ED/DIALOGUE	XBTC	Better Work Global Support for Country Projects	
GLO604	GLO/09/02/MUL	ED/DIALOGUE	XBTC	Better Work Global Programme II	
GLO604	GLO/10/24/NET	ED/DIALOGUE	XBTC	Cross-sectoral programme working in multiple countries	
GLO604	JOR/07/04/JOR	ED/DIALOGUE	XBTC	Better Work Jordan – Ministry of Labour	
GLO604	RAS/10/52/MUL	ED/DIALOGUE	XBTC	Better Work Asia Pacific	

The remainder of this section of the report offers extended excerpts from the evaluations of the BW global project¹⁶ and national projects that provide more detail on BW's contribution to sector-specific decent work.

5.1 Better Work programme

The BW programme assists enterprises to improve workplace practices based on core ILO labour standards and national labour law. It does this with a strong emphasis on improving worker-management cooperation, working conditions and social dialogue. Enhancing respect for labour standards helps enterprises to meet the social compliance demands of global buyers and improve conditions for workers. It also helps firms to become more competitive by increasing productivity and quality.

The ILO and the International Finance Corporation (IFC) launched the Better Work programme on a cooperative basis in January 2007. The objective of the programme is to increase the rate of compliance of enterprises in developing countries with international labour standards and national labour laws. The theory of change is that greater compliance will lead to better working conditions, increased productivity and improved competitiveness.

When Stage I of the Better Work programme ended on 30 June 2009, it had established a governance structure, assembled a professional team in Geneva, put in place mechanisms for regular stakeholder consultation, developed core tools and systems, and had programmes in four countries: Cambodia, Haiti, Jordan, and Viet Nam. All of these national programmes focus on the garment sector.

Stage II was implemented from July 2009 to June 2012. Stage II envisioned that new programmes would be designed in up to 10 countries and implemented in six over the three-year period and that consideration would be given to broadening the scope of the compliance assessment to include environmental issues, and expanding into new sectors such as agribusiness, electronics, ship breaking and tourism. It was envisioned that, beginning with Cambodia, country programmes would be independent and self-financing within five years of launch. In this regard, new approaches would be tested, including licensing Better Work training products to third parties.

In order to support the country programmes and ensure the overall success of Better Work, plans called for developing new training curricula for enterprises, upgrading information systems, strengthening staff development and quality assurance, implementing a robust monitoring and evaluation system, and enhancing knowledge management. Finally, in order to provide more flexible resource mobilization, the possibility of establishing a Multi-Donor Trust Fund for Stage III was investigated.

Currently BW is operational in seven countries: Cambodia, Haiti, Indonesia, Jordan, Lesotho, Nicaragua and Viet Nam. Each BW country strategy includes three core components, namely (1) compliance assessment; (2) training and remediation; and (3) stakeholder engagement and sustainability.

¹⁶ Better Work Stage II Evaluation: Final report. Submitted to the International Labour Office (Arlington, MA, Nexus Associates, 2012).

5.2 Principal conclusions from the independent evaluation¹⁷ of the BW Global Project

- **Better Work Global (BWG) has accomplished a great deal over the past three years.** Since the inception of Stage II, it has designed and launched programmes in three new countries, while continuing to support the development of programmes in four others. Work on designing an eighth country programme is underway. As the head office of a global programme, it has established policies, procedures and systems to drive operations and ensure consistency across the seven country programmes. As part of this process, it has instituted new approaches within ILO, including fees for service, decentralized financial management, and different reporting lines. The information management system (STAR) and self-assessment tools are still under development. While BWG has not achieved all of the original objectives, its accomplishments are significant.
- **Governance mechanisms are functioning as intended.** The organization has established a joint Management Group that brings together two institutions with different perspectives under a common agenda. The decision-making process appears to be working well, albeit some decisions are not well documented. The lack of a clear resolution on a proposed new funding structure for Better Work is contributing to some tension in the partnership. The Advisory Committee provides a vehicle for stakeholders to offer their views on programme-related issues and debate the merits of different courses of action. While the composition of the Advisory Committee is in line with approved policy, given the geographical focus of the current programme, it might benefit from greater representation of Asian brands and employers' organizations. If Better Work expands into new sectors, the structure and composition of the Committee would need to be adjusted accordingly.
- **Better Work is learning by doing.** While the basic concept for the programme was in place before the start of Stage II, there has been a steep learning curve on how to plan, organize, direct and control it. BWG has put structures in place such as the Operation Management Team (OMT) to provide a mechanism for discussing critical issues that emerge during the course of day-to-day operations and developing a common approach to address them. BWG commissioned an external review of its operations in January 2011; the final report was delivered in April 2011 and many of the recommendations were adopted. BWG fosters communication and knowledge sharing within the organization.
- **The compliance assessment process is well designed, but several issues merit attention.** The assessment process revolves around determining whether a particular factory is not in compliance with international labour standards and national labour laws. The compliance assessment process is generally valid and reliable; however, there are several challenges that need to be addressed, including the difficulty in establishing workplace discrimination and freedom

¹⁷ Ibid.

of association, dealing with ambiguous national laws, and ensuring that the instrument is applied in a consistent manner. In addition, while publishing assessment results for individual factories in *Synthesis Reports* may encourage greater compliance among participating factories, it could have adverse consequences in countries where participation is voluntary both in terms of legal mandates and buyer requirements.

- **Better Work is entering a crucial stage of development.** Various programme documents emphasize the idea that the programme is market-driven, relying on market incentives to drive greater compliance with labour standards. At this point, however, governments in four of the seven countries – Cambodia, Haiti, Jordan and Lesotho – have or are considering regulations mandating participation in Better Work. It is still not sure whether a sizeable share of garment factories in Indonesia and Viet Nam will elect to join the programme. The programme is entering a crucial phase where it needs to demonstrate that it can reach a substantial percentage of garment factories operating in these countries. The strong encouragement of buyers is crucial. The new buyer partnership model is intended to secure a greater commitment from major international brands to the programme.
- **The current service delivery model is not scalable in large markets such as Bangladesh, Indonesia and Viet Nam.** The current approach to conducting compliance assessments and providing advisory services is very labour intensive. Better Work would need to increase the number of Enterprise Advisers (EA) in Indonesia and Viet Nam and to reach a significant share of garment factories. Similarly, Better Work would need a large number of EA to reach a sizeable portion of factories in Bangladesh. In addition to the cost implications, finding and retaining a large number of qualified staff is likely to be difficult. Better Work is aware of this issue and is exploring various options.
- **There is some evidence that the programme is resulting in better compliance, but an understanding of the full impact of the programme awaits further research.** Research conducted in Cambodia suggests that Better Work has contributed to improved working conditions and that compliance with labour standards did not reduce the prospect of firms' survival during the recent global recession. The results of rigorous impact studies are still pending.
- **Sustainability is challenging.** Some services might be able to be provided on a full cost-recovery basis, which arguably could be provided by local organizations under a licensing agreement with ILO/IFC. The terms of such an agreement, including standards of performance and procedures for ensuring compliance, have not yet been defined by BWG. Moreover, continued ILO/IFC management of programmes may be needed for an extended period, particularly in countries with poor governance and weak institutional capacity. Furthermore, the integration of core services and efforts to foster social dialogue under one roof may have benefits. Long-term sustainability requires fundamental changes in institutions. The conditions under which Better Work would exit completely from a country have yet to be defined.

- **Improved labour conditions require a multi-faceted approach; greater collaboration with other parts of the ILO and IFC is needed.** BWG has worked closely with other parts of the ILO in some countries, but not in others. A coordinated approach, involving other department/programmes within the ILO, particularly ACT/EMP, DIALOGUE, LAB/ADMIN, SECTOR and ACTRAV is needed. The breadth and depth of activity depends, in part, on donor funding. Similarly, while Better Work has worked closely with IFC, more might be done to draw on resources available in the organization including relevant financial (such as the Global Trade Supplier Finance Program – GTSF) and advisory services. More broadly, IFC can provide a path to greater involvement of the World Bank in supporting efforts to ensure greater compliance with international labour standards and national labour laws.

5.3 Integrating recommendations in strategy for next phase (2012–2015)

Recommendations from the independent evaluation have been taken on board by Better Work to design the vision and strategy for the next phase of the Global Programme (Phase III: July 2012–June 2015).

Over the next five years, Better Work aims to have a significant and direct impact through its own programmes in the garment sector and a wider, indirect impact through its influence, knowledge sharing and partnerships.

In order to reach these goals, Better Work will be implementing a multi-pronged strategy over the next three-year period, which addresses the issues raised in the evaluation, and is articulated around the following five components:

- 1) Extending the scale of the Programme’s operations, by: extending its services to new sectors closely related to the garment sector, such as textile and footwear; exploring the possibility of offering enterprise-level environmental services; and refining its service delivery model, particularly in larger Asian countries. As regards the latter, a concept note outlining several options for delivering assessment, advisory and training services in more cost-effective ways has been elaborated, and selected options will be piloted in Viet Nam and evaluated for effectiveness in early 2013. The design of Better Work Bangladesh includes innovative service delivery models for addressing the challenge of scale.
- 2) Accelerating and demonstrating impact of services in participating factories by designing and implementing a quality assurance system in order to ensure consistent high-quality services to buyers and suppliers across all Better Work programmes; and by preparing country programmes for potential localization. Special emphasis will be put on the compliance assessment framework and reporting system to continue to measure and report information on factory compliance in a reliable, consistent and transparent manner. Also, results of impact assessment studies will be systematically used to ensure continuous improvement in core service delivery and cost effectiveness. Specific elements of the Better Work’s approach will be assessed and findings of these targeted evaluations will be used in strategic and business planning, making

adjustments and piloting new approaches as needed. Finally, specific attention will be given to address issues on core labour standards at factory level.

- 3) Catalyzing change in strategies, practices and policies related to labour compliance and development at various levels. As underlined in the final evaluation report, Better Work has developed a rigorous impact assessment and research agenda. Under the previous phase of the Programme, baseline data from surveys of workers and managers has been collected covering a wide range of issues. During this new period, repeated surveys, complemented by Better Work compliance data, will tell the story of how factories and workers are changing in response to Better Work, and the impact this is having on the affected businesses and households. In addition, Better Work will disseminate its lessons learned to targeted stakeholders and influential policy-makers and engage them on particular themes in order to stimulate a ripple effect of broader positive influence. Better Work will also facilitate the application of lessons and opportunities from the Programme within IFC and ILO to advance their respective institutional missions beyond the programme.
- 4) Exerting a stronger influence over international brands and buyers to improve supply chain practices. Better Work has recently developed a new a Buyer Partner Scheme, which considerably strengthens the mutual accountabilities of Better Work and buyers. It facilitates improved communication between the buyers and the Programme and promotes greater collaboration in supporting improvements at the factory level. In the next period, the new partnership model will be monitored to ensure that it translates into concrete and meaningful actions at factory level. Beyond the strengthening of the partnership, Better Work will seek to expand the number of buyers participating in the Programme.
- 5) Strengthening the governance and viability of its global and country operations by diversifying donor support in the Programme, and by supporting each country programme in developing its own sustainability plan, including a clear timeline, in order to achieve sustainability at financial, political and managerial levels. Better Work will leverage its governance structure, namely, both the joint ILO/IFC Management Group and the multi-stakeholders Advisory Committee, to improve Programme delivery, outreach and impact. Stronger synergies with institutional partners where they can achieve wider impacts than Better Work will be developed. Better Work will facilitate discussions among its constituents and buyer partners to develop their own strategic cooperation at national and international levels to support national governments and social partners in improving industrial relations and labour law governance, and in strengthening tripartite institutions. Finally, the partnership between ILO and IFC will be periodically reviewed to continuously identify opportunities for increased collaboration.

6. Other ILO Units

6.1 ILO Declaration on Fundamental Principles and Rights at Work (DECLARATION)

Adopted in 1998, the ILO Declaration on Fundamental Principles and Rights at Work is an expression of commitment by governments, employers' and workers' organizations to uphold basic human values – values that are vital to our social and economic lives.

In November 2001, the ILO Governing Body created a Special Action Programme to combat Forced Labour (SAP-FL), as part of broader efforts to promote the 1998 Declaration on Fundamental Principles and Rights at Work and its Follow-up.

Since its creation, SAP-FL has worked to raise global awareness of forced labour in its different forms. The programme collaborates with Better Work on the ground in Jordan (garments), and has also worked closely with BW regarding indicators and tools for identifying forced labour in the workplace including joint training in Jordan in 2011. It has also worked with SECTOR on work in the fishing and electronics sectors, and has work planned in construction.

A desk review and joint webinar with SECTOR on forced labour in the electronics industry took place in 2011 and a desk review and consultation with SECTOR are planned for 2012 on forced labour in fishing.

6.2 Job Creation and Enterprise Development Department (EMP/ENTERPRISE)

EMP/ENTERPRISE strengthens the institutions and governance systems that promote sustainable enterprises. It also seeks to ensure that human, financial and natural resources are combined equitably and efficiently in order to achieve innovation and enhanced productivity.

According to interviews with ENTERPRISE staff, BW deals with the top of the supply chain, but does not penetrate more deeply. The Department has a programme called the Sustaining Competitive and Responsible Enterprises programme (SCORE) that goes to the second level of the supply chain.

The overall objective of SCORE is to assist SMEs to become more sustainable through being cleaner, more productive and competitive, and to provide more sustainable and decent employment.

The SCORE training programme contains five modules. Each module is covered by a two-day workshop facilitated by a module expert. The modules introduce participants to the basic concepts of the topic and provide them with an opportunity to learn about the various tools that can help to make improvements in the subject area.

SCORE operates in seven manufacturing and service sectors and industry clusters in seven countries (Colombia, Ghana, India, Indonesia, the People's Republic of China, South

Africa and Viet Nam) providing assistance through regional and national training organizations and industry associations. An evaluation of Phase I of the project is underway.

There are other ENTERPRISE programmes that have a sectoral approach. The Cooperatives Branch, which is guided by the ILO's Promotion of Cooperatives Recommendation, 2002 (No. 193), deals with food security issues.

The results of a recent stocktaking exercise on the promotion of cooperatives across the ILO detailed a number of obstacles. These include the general ones related to the pressing socio-economic context, and specific ones such as limited knowledge or negative perceptions especially around 'cooperatives' that are not in line with cooperative principles.

The ILO's Green Jobs Programme promotes a practical and coherent strategy that recognizes the strong interdependence between the need for social development and the urgency to act on climate change.

Green Jobs together with SECTOR provides nuanced knowledge, analysis, and policy advice across the various sectors that the ILO covers, which can enrich the position of the ILO on the topic of green jobs and green economy.

6.3 Employment-Intensive Investment Unit (EMP/INVEST)

EMP/INVEST's work is guided by the ILO's Decent Work Agenda, the Global Employment Agenda (GEA) and the Employment Policy Convention, 1964 (No.122). The Department is currently implementing a ratification and implementation campaign on Convention no. 122, in collaboration with the International Labour Standards Department (NORMES).

EMP/INVEST has one technical cooperation project that contributes to Outcome 13. A summary of the project states that it is a labour-intensive infrastructure creation project to be carried out in Port-au-Prince, Haiti, under the supervision of the municipalities concerned and implemented by groups, neighbourhood committees, micro-enterprises, etc. The goals of the project are to: (i) generate revenue to benefit the most needy urban populations, particularly women, (ii) improve living conditions in the poorest neighbourhoods.

6.4 Skills and Employability Department (EMP/SKILLS)

The Skills and Employability Department helps member States, along with workers and employers, apply the policy recommendations arrived at through tripartite consultations on skills development within the Decent Work Agenda to their circumstances and priorities. Comparative research, policy guidelines and technical assistance aim to help constituents integrate skills development, expand access to employment-related training, improve the ability of public employment services.

This department conducts a substantial amount of case study research on general topics in order to help industries anticipate skill needs. The relationship with SECTOR is on an ad hoc basis. If they have a meeting on a sector, SECTOR specialists are included, and

SKILLS specialists also collaborate on SECTOR meetings (for example regarding private employment agencies).

EMP/SKILLS has a handicraft sector technical cooperation project. The Salt Handicraft Training Centre was established. Training is using EMP/SKILLS Modular Employable Skills approach. The project was guided by technical advice provided by the Vocational Training Specialist at the ILO Regional Office, Beirut. In addition, the Regional Office staff carried out periodic project monitoring missions during the entire project duration.

6.5 Bureau for Gender Equality (GENDER)

While all staff in the ILO are responsible for promoting gender equality in their work, the Bureau for Gender Equality supports and advises constituents and Office staff at headquarters and in the field on matters concerned with promoting and advocating for gender equality in the world of work. It also manages an extensive knowledge base on gender issues, conducts ILO Participatory Gender Audits, and has a Gender Helpdesk, which responds to queries to help to strengthen the capacity of staff and constituents to address questions of equality in their work.

In the spring of 2010, the Gender Unit conducted a Participatory Gender Audit Report of SECTOR. An extended excerpt from the final report describes SECTOR's approach to gender issues and also its collaboration with the Gender Unit.¹⁸

SECTOR was described by one interlocutor as the “window through which ILO stays in touch with the real world of work”. The gender audit confirmed that the Department, collectively, also helps ILO stay in touch with reality when it comes to addressing current gender equality issues.

Through its main means of action – research, sectoral meetings, national action programmes and standards-related activities – SECTOR maintains substantive links to the broader gender equality debate at the international level. Elements of such links were identified across all the economic sectors covered by the Department.

In particular, ILO's response to the global economic and financial crisis through the Global Jobs Pact and involvement in the G20 meetings, has offered an opportunity to increase SECTOR's visibility, including on gender equality. The Department has mobilized resources to develop outputs dedicated to the impact of the crisis on different economic sectors, including harvesting sex-disaggregated data and some gender analysis in the presentation of such outputs.

Over the last decade, SECTOR has spearheaded international debate on specific gender issues through research publications such as *Breaking through the Glass Ceiling: Women in Management* (1998, update 2004) and *Women Seafarers: Global Employment Policies and Practices* (2005). There was a strong feeling among Department staff that these publications have contributed significantly to increasing the gender equality profile of SECTOR.

¹⁸ R. Crowe, et al. *Participatory Gender Audit Report* (Geneva, ILO, Gender Unit, 2010).

Moreover, collaboration with other UN Agencies on specific issues – such as FAO, ITU, UNCTAD, UNESCO, UNIFEM, UNWTO, UPU, WIPO and WTO – was seen by SECTOR staff as an opportunity to follow gender equality questions at the global level and occasionally address gender-specific issues, such as during a UNWTO-hosted technical meeting on women in tourism in Puerto Rico in 2005.

International gender equality concerns also inform SECTOR's efforts to mainstream gender into the development of research, tools and guidelines. Examples include guidelines developed for the road and rail transport sectors on HIV/AIDS; guidelines for workplace violence in health services; research related to the migration of health workers; contributions to the Committee of Experts on the Application of the Recommendation concerning Teaching Personnel (CEART) recommendation concerning the status of teachers; and a guide for social dialogue in the tourism industry which highlights unequal pay, violence at work and sexual harassment issues.

At the national level, the gender audit found that SECTOR specialists also seek links with national gender machineries for specific activities, either directly or through tripartite constituents. It was suggested, however, that such links were not systematically cultivated. During technical missions, contacts were occasionally made with women's groups, nongovernmental organizations (NGOs) and/or government ministries and institutions dedicated to gender equality.

Although SECTOR staff members related to the international/national gender debate, there was less familiarity in the Department with ILO's organizational response and contribution to this debate – through for example ILO's Action Plan for Gender Equality and the 2009 ILC Resolution on gender equality at the heart of decent work – and how ILO's work fits into international commitments towards gender equality goals, e.g. Millennium Development Goal 3 (“promote gender equality and empower women”).

Although collectively, SECTOR displayed numerous elements of good practice in addressing gender equality concerns, it was evident that gender-mainstreaming efforts ultimately relied on individuals' interest and capacity. There was strong agreement that the work of SECTOR was guided by the Governing Body's Committee on Sectoral and Technical Meetings and Related Issues decisions, and more attention to gender equality in this forum might positively affect the gender mainstreaming performance of SECTOR in general.

6.6 ILO Programme on HIV and AIDS and the World of Work (ILO/AIDS)

The ILO is the lead UN agency for HIV/AIDS policies and programmes in the world of work and private sector mobilization. The ILO Programme on HIV/AIDS and the World of Work plays a key role in the HIV/AIDS global response through workplaces. HIV/AIDS is an integral part of the ILO's Decent Work Agenda. ILO/AIDS also contributes to the UN Millennium Development Goals by achieving universal access to HIV prevention, treatment, care and support.

Since the inception of the sectoral Action Programme on HIV and AIDS in the workplace, approved by the Governing Body in March 2003, the Sectoral Activities Department and

ILO–AIDS have worked together in sectors including education, health and transport (2004–05) and construction, mining, and commerce (2006–07). In selecting the sectors to be addressed, the Governing Body took into account prevalence and impact on each sector and also sought to identify sectors that would provide the opportunity to reach out to a wide public (such as postal services).

In order to allow for replication of good practices, sector-specific guidelines and training toolkits were developed, guided by the *ILO Code of Practice on HIV/AIDS and the world of work*. Tools were adopted for the construction, education, health, maritime, postal services, public services, tourism and transport sectors.

This body of work contributed to the creation of a new labour standard on HIV and AIDS in the world of work. The Recommendation was adopted by an overwhelming majority of governments, and employers' and workers' representatives from ILO member States at the International Labour Conference in June 2010.

Underpinning SECTOR's work and the Recommendation is the recognition of “the important role of the workplace as regards information about and access to prevention, treatment, care and support in the national response to HIV and AIDS”. The Recommendation extends to all workers working under all forms or arrangements, and at all workplaces. The challenge to the ILO has been to adapt the Recommendation to different sectors and workplace environments. There have been some notable successes, in this regard.

For example the toolkit *Driving for change: A training toolkit on HIV/AIDS for the road transport sector*, was distributed to over 180 International Road Transport Union (IRU) Associations (in 74 countries) and over 40 IRU-Accredited Training Institutes (ATIs) (in 33 countries). The impact of the toolkit was further intensified by its inclusion in the Certificate of Professional Competence training programmes for managers and drivers in Europe and countries of the Commonwealth of Independent States. These programmes are run by the ATIs every year providing training to thousands of road transport professionals.

Similarly, and in line with the ILO Declaration on Social Justice for a Fair Globalization, other organizations with mandates in closely related fields can also be more easily involved when a sectoral approach is used. This is the case for work in the health sector, as well as in construction, where policy coherence has been exemplary not only between international organizations, such as the World Health Organization (WHO) in relation to health workers, but also between entities in construction, such as sectoral social partners as well as other important players in the industry and in infrastructure projects.

6.7 Policy Integration Department (INTEGRATION)

The Policy Integration Department supports the ILO's agenda for decent work for a fair globalization. Its central objective is to further greater policy coherence of social and economic policies at the international and national level. To this end, it works closely with other multilateral agencies and governments, and workers' and employers' organizations. It also reaches out to civil society organizations and the academic world.

In 2002, INTEGRATION launched a series of Decent Work Pilot Programmes (DWPPs) to support the design of national policies to promote decent work. Since 2002, SECTOR

has worked closely with INTEGRATION, the Subregional Office for North Africa (SRO-Cairo) and several other units to implement the DWPP in the textiles and clothing sector in Morocco.

The Moroccan programme has been the only Decent Work Pilot Programme that has taken a sectoral approach. Because of its uniqueness, the pilot programme was selected to be the topic of a case study conducted in support of this evaluation. The case study came to the conclusion that a sectoral approach to DWCPs might be a useful mechanism to integrate the sectoral work of the various units.

The programme also received external funding from the Government of Spain. This will make it possible to consolidate the advances that have been made in the area of social dialogue, and to develop activities in enterprises with a view to social upgrading and strengthening of human resources development and the training role of enterprises.

The pilot programme was supported by a small technical team composed of staff from DIALOGUE, ENTERPRISE, EMP/POLICY, EMP/SKILLS, SRO-Cairo and TRAVAIL. The Office provided technical and financial support from 18 technical departments and four projects.

6.8 International Programme on the Elimination of Child Labour (IPEC)

The ILO's International Programme on the Elimination of Child Labour was created in 1992 with the overall goal of the progressive elimination of child labour, which was to be achieved through strengthening the capacity of countries to deal with the problem and promoting a worldwide movement to combat child labour. IPEC currently has operations in 88 countries, with an annual expenditure on technical cooperation projects that reached over US\$61 million in 2008. It is the largest programme of its kind globally and the biggest single operational programme of the ILO.

IPEC has collaborated with several sectors, as described below.

6.8.1 Construction sector

IPEC and SECTOR collaborated on a proposal to remove children from the construction sector in Haiti following the devastating earthquake. A complementary objective was to provide training opportunities for adolescents to be gainfully engaged in the reconstruction process. It focused on activities in which adolescents can be safely involved, and which keep them out of hazardous work.

6.8.2 Fishing sector

Within the framework of current FAO and ILO collaboration on decent work and child labour in the food and agriculture sector, IPEC, SECTOR and NORMES collaborated with the FAO to convene a workshop on child labour in fisheries and aquaculture which is being followed up by the preparation of the joint *FAO-ILO guidance for addressing child labour in fisheries and aquaculture: policy and practice*.

6.8.3 Food, drink and tobacco sector

IPEC and SECTOR collaborated to produce a series of three case studies of business initiatives on child labour developed by companies and/or their representative organizations operating in the food, drink and tobacco sectors of:

1. The Andean region (Bolivia, Colombia, Ecuador, Peru and Venezuela): *second output*.
2. Central America (Costa Rica, Dominican Republic, El Salvador, Guatemala, Honduras, Mexico, Nicaragua and Panama): *third output*.
3. The Southern cone (Argentina, Brazil, Chile, Paraguay and Uruguay): *fourth output*.

Through this pilot initiative, IPEC and SECTOR aimed at documenting successful initiatives on the elimination of child labour from a sectoral perspective. IPEC and SECTOR plan to replicate the case studies in other regions and other sectors of economic activity (e.g. mining, construction).

6.9 International Training Centre (ITC)

The ILO's International Training Centre has made a strong contribution towards the achievement of sector-specific decent work. Most of this contribution has been in collaboration with SECTOR. The ITC's relationship with SECTOR has evolved over the years. Prior to 2011, the ITC received ad hoc requests from SECTOR for training.

The relationship became more collaborative in November 2011, when ITC training specialists were invited to participate in all consultation video conferences between SECTOR and the ILO field offices, relating to Outcome 13. Below is a table that presents an analysis of the ITC's contribution to sector-specific decent work.

Since 2008, the ITC and SECTOR have collaborated on 22 training events. Historically, this collaboration appears to be somewhat uneven. From 2008 to 2011, there were large swings in the amount of collaboration between the two (table 6).

A challenge that SECTOR faces is pushing the results of its work out into the field. The analysis shows that a substantial amount of ITC/SECTOR training occurred in the field. Thus, the collaboration with the ITC helps SECTOR to effectively face this challenge.

SECTOR has done a substantial amount of training through the Port Worker Development Project. However, it appears that most of that was not done through the auspices of the ITC.

Table 6. SECTOR and ITC collaboration

Sector	2008		2009				2011			
	Field	ITC	Field	ITC	Field	ITC	Field	ITC		
	Days	Part	Days	Part	Days	Part	Days	Part	Days	Part
Diamonds	3	20								
EMCEF*			3	21				
			3	17						
			3	23						
								
Sugar							5	30		
Chemical			2	13						
Fishing			5	40						
Public service									15	9
									3	13
									15	25
									15	16
Sectoral social dialogue							5	22		
			9	247	2	33				
			3	36						
			3	36						
Better Work								
								
Tourism										3
Human resources									10	21
Total	3	20	31	433	12	85	10	21	51	76

* European Mine, Chemical and Energy Workers' Federation.

... = data not available.

6.10 Labour Administration and Inspection Programme (LAB/ADMIN)

The Labour Administration and Inspection Programme aims to assist constituents in promoting decent work by strengthening labour administration machinery, including labour inspection, and making it more effective.

Efficient labour inspectorates have the potential to prevent accidents at work, protect workers and improve their working conditions – thus enhancing labour productivity.

In the introduction to chapter five of this report, it was asserted that the Better Work programme is located under Outcome 13 as a consequence of its organizational positioning in ILO rather than for strategic and operational reasons. Some of those interviewed by the evaluation team considered that BW could also be located under Outcome 11 (Labour Administration and Labour Law).

Furthermore, they thought that BW's approach was similar to that of LAB/ADMIN. As BW supports private monitoring in the textile industry it could interface with private initiatives. From LAB/ADMIN's perspective, if BW could consolidate its activities in countries without labour inspection it could extend the reach of ILO. LAB/ADMIN could deal with countries with labour inspectors, while BW could deal with countries without labour inspectors. An integration of the two might be possible.

For example, the evaluation team received a terms of reference (TOR) for a pilot project to prevent forced labour and promote decent work in Sao Paulo's textile industry. An objective of the proposal was the prevention of forced and precarious work through the promotion of decent work, with emphasis on fundamental labour rights and improved conditions of work in the textile industry. The TOR anticipated collaboration between SAP-FL, Better Work and LAB/ADMIN to design virtual guides and tools adapted for the textile sector, based on existing ILO tools.

6.11 International Labour Standards Department (NORMES)

NORMES supports the ILO's comprehensive system of International labour standards on work and social policy. The system is backed by a supervisory mechanism designed to address all sorts of problems in their application at the national level.

According to interview data and the document review, the ILO took a sectoral approach to international regulation until 1995. Afterwards, there was a change in approach. International regulation became more strategic and less sectoral. NORMES no longer publishes sectoral instruments unless their added value can be demonstrated.

Now, the collaboration between NORMES and SECTOR appears to be largely focused around the maritime and fishing conventions – “an important, and yet separate area of sectoral activities and meetings”.¹⁹ The *ILO Programme Implementation Report 2010–11* contains Indicator 13.1 results for 23 countries (only one of which has a CPO linked to the Indicator). In 20 out of 23 countries (87 per cent), the reported result was associated with the MLC, 2006, or the Seafarers' Identity Documents Convention (Revised), 2003 (No. 185).

NORMES and SECTOR work closely together in the follow-up to these conventions, including the development of related tools (guidelines, training material, etc.) that contribute to ratifications and implementation. These tools are frequently adopted through jointly organized NORMES/SECTOR meetings.

NORMES and SECTOR also cooperate in relation to a few other sectoral conventions. For example, in 2010 and 2011, NORMES and SECTOR jointly provided technical assistance and advisory services related to their efforts to improve OSH in mining to five countries.

¹⁹ E. Weisband: “ILO Industrial Committees and Sectoral Activities: An Institutional History”, in *Sectoral Activities Programme Working Papers* (ILO, 1996).

6.12 Programme on Safety and Health at Work and the Environment (SafeWork)

Based on the principle that decent work must be safe work, SafeWork aims to create worldwide awareness of the dimensions and consequences of work-related accidents and diseases; to place occupational safety and health on the international and national agendas; and to provide support to the national efforts for the improvement of national OSH systems and programmes in line with relevant international labour standards.

SafeWork focuses on the generic OSH conventions, whereas SECTOR focuses on those of a sectoral nature, such as the Safety and Health in Construction Convention, 1988 (No. 167), the Safety and Health in Mines Convention, 1995 (No. 176), and the Safety and Health in Agriculture Convention, 2001 (No. 184). While there is no overlap and little duplication, there is also not much collaboration.

More collaboration might be beneficial to both departments. SafeWork's staff and budget have been reduced systematically over the years. More collaboration might provide SafeWork with additional organizational capacity. The potential benefit to SECTOR is that SafeWork's field specialists could help to get SECTOR's work out into the field. Below is an example of how SafeWork and SECTOR have collaborated in the past.

6.12.1 SafeWork's collaboration with SECTOR on the WIND project

In 2004, SafeWork and SECTOR collaborated on Work Improvement in Neighbourhood Development (WIND). The project is executed and co-funded jointly with several ILO headquarters technical units: CIS, GENDER, IPEC, SECTOR and TRAVAIL. The project is cooperating with the International Union of Food, Agricultural, Hotel, Restaurant, Catering, Tobacco and Allied Workers' Associations (IUFs).

The evaluation of the DWCP in Kyrgyzstan²⁰ reported that:

The Work Improvement in Neighbourhood Development (WIND) programme in agriculture played the role of the main driving force in the overall progress towards improving the national OSH system (DWCP Priority 2). In an effort to meet the need to improve working conditions in agriculture, the WIND programme was able to maximize its impact with very modest resources, mostly due to its grassroots, participatory and action-oriented approach. As an example, after a training of trainers for 120 participants, WIND was able to reach approximately 11,000 small farmers to bring improvements in their routine daily practices in villages around the country.

Significant progress has been achieved in boosting social dialogue at the sectoral level in agriculture, within the framework of the WIND project and in collaboration with other actors. Thus far, social dialogue has been mainly addressing working conditions and safe work practices in the informal sector of the economy, and based on the progress achieved, it now has a strong potential to extend good practices to other sectors.

²⁰ A. Kuzmin, E. Ubysheva and C. Russon: *Independent evaluation of the ILO's Decent Work Country Programme for Kyrgyzstan: 2006-2009* (ILO, Geneva, 2010).

The Ministry of Agriculture and local administrations took responsibility for further expansion of the WIND project.

6.13 Department of Statistics (STATISTICS)

The ILO Department of Statistics works with integrity, independence and high professional standards to provide users within and outside the ILO with relevant, timely and reliable labour statistics, to develop international standards for better measurement of labour issues and enhanced international comparability, and to help member States develop and improve their labour statistics. In doing so, it maintains strong professional relations with national statistical systems, especially central statistical agencies and ministries responsible for labour issues, and with statistics offices of other international organizations.

In addition to the collaboration between STATISTICS and SECTOR on country sector profiles described in section 4.1.7 of this report, the two departments have collaborated on other projects such as the “Global Economic Crisis: Sectoral Coverage” working paper series.

This series aimed at monitoring the dynamics of the recent financial crisis in different economic sectors, understanding the implications for employment and working conditions, and developing policy alternatives for constituents in line with the ILO’s Global Jobs Pact.

6.14 Conditions of Work and Employment Programme (TRAVAIL)

Wages, working time, work organization, maternity protection and arrangements to adapt working life to the demands of life outside work are core elements of the employment relationship and of workers' protection. They are major dimensions of human resources management at the enterprise level, collective bargaining and social dialogue as well as socio-economic policies of governments. TRAVAIL develops comparative analysis and provides technical assistance to ILO constituents in these areas.

TRAVAIL carries out policy research across sectors on general topics such as wages, domestic work, working time, maternity protection, and work/family balance. TRAVAIL’s cooperation with SECTOR is not very developed or organized. They do have planned activities with SECTOR, including working time in the health sector, yet cooperation between the two departments is more ad hoc, often coinciding with common interests in a topic such as their cooperation on telecommunications and financial services for the publication *Offshoring and Working Conditions in Remote Work*.²¹

²¹ J. Messenger and N. Ghoshesh (eds.): *Offshoring and working conditions in remote work* (Geneva/London, ILO and Palgrave Macmillan, 2010).

7. A sector-based approach to Decent Work Country Programmes

The information presented in chapter 6 shows that there is relatively little cooperation among the various units contributing to Outcome 13. Part of the challenge for the ILO is to find a mechanism to integrate the sectoral work of the various units in order to achieve synergies and benefits of scale.

A number of the stakeholders whom the evaluation team interviewed suggested that, where and when appropriate, a sector-based approach to Decent Work Country Programmes might be part of the answer. The evaluation team, therefore, undertook an analysis to understand the extent to which this has happened in the past and the prospects for it occurring in the future.

7.1 Background and context

The ILO is very clear that DWCPs are the main vehicle for delivery of ILO's support to countries. A DWCP is intended to be the expression of the ILO Programme and Budget in a country.²² Given the importance of this tool, the ILO has developed a guidebook for staff to utilize in the development and implementation of DWCPs. The guidance relevant to a sector-specific approach is: "If appropriate, a DWCP can have elements that are specific to a single economic sector within that country."²³

According to the 2010–11 Programme and Budget section for Outcome 13, DWCPs will take greater account of sectoral approaches. "To ensure that the most relevant sectoral issues are addressed within Decent Work Country Programmes, the Office will promote a sectoral focus at the early stages of their development."²⁴

As stated in Circular Number 599 of 2004, a DWCP should be formulated within a results-based framework and include as a minimum the following six items:

1. main problem (s) to be addressed
2. past cooperation and lessons learned
3. priority area (s) of cooperation
4. intended medium-term and short-term outcome(s)
5. implementation plan, including outputs, activities and resources
6. performance monitoring and evaluation.

DWCPs should establish the top priorities for cooperation, those "in which the ILO is likely to make a significant contribution and achieve genuine impact". Medium-term outcomes detail the higher level intended results for a three- to five-year time period, while

²² *ILO Decent Work Country Programme: Guidebook, Version 3*, ILO, 2011, www.ilo.org/public/english/bureau/program/dwcp/download/dwcpguidebookv3.pdf [accessed 12 Sep. 2012].

²³ *Ibid.*

²⁴ *ILO Programme and Budget for the biennium, 2010-2011*, ILO, 2009, www.ilo.org/public/english/bureau/program/download/pdf/10-11/pb.pdf [accessed 12 Sep. 2012].

shorter term outcomes cover ILO biennia and “are linked to defined outputs, identifiable resources and activities”.²⁵

A 2008 report from the Committee on Technical Cooperation to the Governing Body indicated that the sectoral approach is an issue of mainstreaming within DWCPs, along with gender equality and the elimination of discrimination.²⁶ An earlier report on the implementation progress detailed the importance of programmes that address specific needs of sectors.²⁷

7.2 Methodology

In seeking to measure the extent to which DWCPs have utilized a sector-specific approach, a variety of relevant documentation was reviewed. Ultimately, the majority of the research centred on the actual DWCPs themselves (table 7).

Table 7. DWCPs utilization of sector-specific approach – documents reviewed

Guidance	Established programmes	Implementation	Reviews
Guidebook	DWCPs	Reports to GB	Meta-analysis
IGDS*	CPOs for Outcome 13		EVAL Reports Regional Office 'MAP' DWCP-RBM evaluation

* Internal governance documents system.

The analysis began by defining a sector-specific approach as any part of a DWCP that seeks to address the identified Country Programme priorities via a specific sector. In order to get a sampling of the various approaches being taken, 46 of the available 59 DWCPs were reviewed.²⁸ As the analysis evolved, a rating scale was developed to categorize each programme as having a low, medium, or high degree of sector-specific approach (table 8). Programmes or outcomes that were achieved in a previous DWCP were not taken into account.²⁹

²⁵ “ILO: “Decent work country programmes”, in: *Director-General’s Announcements Circular Series 1* (2004, No. 599, May).

²⁶ ILO: *Implementation of Decent Work Country Programmes*, Governing Body, 303rd Session, Geneva, Nov. 2008, GB/TC/2.

²⁷ ILO. 2006. *Progress in implementation of decent work country programmes*, Governing Body, 297th Session, Nov. 2006, GB.297/TC/1 (Geneva).

²⁸ *Programmes by country and subregion*. Decent Work Country Programmes website, ILO, 2012, www.ilo.org/public/english/bureau/program/dwcp/countries/index.htm [accessed 13 Sep. 2012].

²⁹ Criteria were applied to the DWCPs by the evaluation team’s research assistant and reviewed by the team leader.

Table 8. Rating scale used to categorize each sector-specific approach

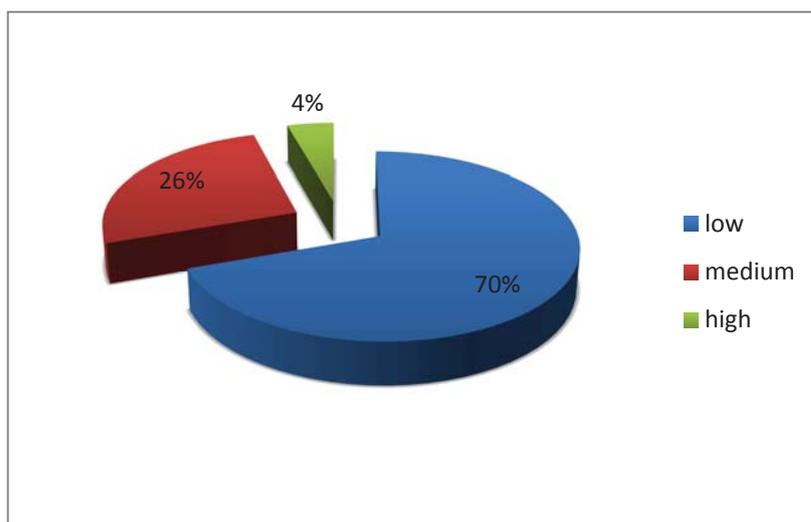
Rating	Criteria
Low	Little or no reference to sector-specific programmes/priorities/outcomes
Medium	One formal programme/priority/outcome explicitly addresses a specific sector
High	Multiple programmes/priorities/outcomes to address specific sectors

7.3 Findings

The results of the analysis showed that a sectoral approach to DWCPs has been infrequent. Of the 46 DWCP documents reviewed, only two identified multiple outcomes to address specific sectors. The majority of DWCPs had little or no reference to sector-specific programmes (figure 2). However, when a sector specific approach to DWCP has been taken, it has proved to be quite effective (see box 2).

Several factors may contribute to the limited visibility of a sectoral approach in DWCPs. One is the inconsistent message in DWCP instructions. The P&B states that a sectoral approach will be promoted, yet the guidebook mentions it minimally, as something optional – ‘allowing’ is not the same as ‘promoting’.

Figure 2: DWCP sector-specific approach



Another factor is the broad use of the term ‘sector’ in DWCPs. When analysing the programme documents, the evaluation team looked for programmes relating to the ILO’s 22 recognized sectors.³⁰ However, the analysis found several references to the informal sector, the micro- small- and medium-sized enterprise (MSME) sector, domestic sector, handicraft sector and youth employment sector. It is possible that countries believe they

³⁰ *Sectors covered*. SECTOR website, ILO, 2012, www.ilo.org/sector/sectors-covered/lang--en/index.htm [accessed 13 Sep. 2012].

are, in fact, implementing a sector-specific approach by attempting to address these sectors.

Additionally, 'sector' is used more generally to refer to the private sector, public sector, wage sector, employment sector, and the four technical sectors of the ILO, and to its Management and Administration Sector. It is possible that these different uses of the term "sector" dilute its meaning and cause some confusion for ILO staff, constituents and stakeholders alike.

To try and mitigate any potential confusion, SECTOR has developed a brochure for ILO staff, constituents and stakeholders that presents the DWCPs and indicates how the sectoral perspective can be considered at their design stage. It goes on to look specifically at the different groupings of sectors covered by the Department giving examples of the work that it does in selected sectors.³¹

Many of the DWCP documents begin with a review of current conditions in the country and this often includes sector-specific details. Yet this sectoral focus does not transfer systematically through to the section on Country Priorities. As a meta-analysis of DWCP evaluations concluded, the evaluation team also found that the DWCP documents have a variety of structures and levels of sophistication.³² Several do not include a table of contents, much less an organized layout of priorities. Many countries still seem to be gathering data on specific sectors in order to address corresponding problems.

The meta-analysis also makes the point that country constituents should be more fully engaged in the development of the DWCPs. In reviewing the Indonesia DWCP, the meta-analysis found that ILO officials worked to include stakeholders beyond tripartite partners, resulting in a more successfully designed DWCP.

Several countries have "capacity building of tripartite partners and improved social dialogue" as a priority. This is clear given the ILO's mandate, however this priority most often lacks a clearly identified sector-specific approach.

On occasion, DWCP documents are political tools that do not accurately describe what is happening in a country. The independent evaluation of the ILO's support to the Bahia Decent Work Agenda 2008–10, Brazil, discovered such a situation. "The BWDA was fundamentally a political document and not a programming document."³³ In such cases, simply analysing a DWCP document may not indicate the scale of ILO activities at country level. It is always possible that sector-specific approaches are in fact being undertaken, but may not be detailed in the DWCP.

³¹ ILO: *Crosscutting through the Decent Work Agenda* (Geneva, 2012), pp. 6–12.

³² J. Martin: *A meta analysis of lessons learned and good practices arising from nine Decent Work Country Programme evaluations*, Geneva, ILO, Evaluation Unit, 2011, www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_166344.pdf [accessed 13 Sep. 2012].

³³ *Independent evaluation of ILO's support to the Bahia Decent Work Agenda: 2008-2010*, Geneva, ILO, Evaluation Unit, 2011, www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165832.pdf [accessed 13 Sep. 2012].

7.4 Areas for attention

If a sector-specific approach is important, it should be considered for all DWCPs and applied where appropriate. This should be clearly articulated in the DWCP guidebook. To support this recommendation, the ILO could develop a reporting template that countries could use to consistently report on their progress towards a sector-specific approach.

Although the evaluation team supports the above steps to maintain consistency between ILO mandate and activities, it recognizes the continued need for buy-in from constituents. In this case, it is especially important to illustrate the value proposition of a sector-specific approach to governments. Without this key articulation, it may be too easy to disregard guidance on a sector-specific approach, thereby allowing for a prolonged trend of DWCPs that lack a sectoral focus.

The meta-analysis notes that gender equality is mentioned in the guidebook and suggests its inclusion in DWCP evaluation frameworks. No similar mention is made for the sectoral approach or the elimination of discrimination, despite their similar reference in the guidebook. Yet, including a sectoral approach in the evaluation framework is a key component in ensuring it is part of a DWCP.

As noted earlier, the term ‘sector’ is used much more broadly than the 22 recognized sectors of the ILO. This presents an opportunity to clarify its use with regards to simplified generic sectors (formal and informal sector; public and private sector; or agriculture, industry and services sector), economic sectors, sub-sectors, and ILO units.

The evaluation team found there is significant work being done on the cross-cutting themes of the informal economy, SMEs and youth employment. SECTOR has identified focal points for other cross-cutting issues such as gender, HIV/AIDS, green jobs, migration, OSH and multinational enterprises (MNEs), and it might be beneficial to do so for these three as well. Furthermore, many countries discuss the growing importance of the domestic work sector, which gives support to the idea of formalizing it when re-evaluating the ILO’s 22 sectors.

Box 2

A case study of the Decent Work Pilot Programme in Morocco

A finding of the high-level evaluation of the ILO’s strategy for Outcome 13 was that the majority of DWCPs had little or no reference to sector-specific programmes.

However, the evaluation team was able to identify a precedent-setting effort to take a sectoral approach to Decent Work – the 2002 Decent Work Pilot Programme (DWPP) that was implemented in Morocco.

The main focus of the Moroccan pilot programme was the textile sector. There were two elements of the programme – the first related to the improvement of social dialogue at enterprise and sectoral level, and the second to measures needed to boost the competitiveness of the sector through the improvement of the quality and quantity of employment.

This case study found that a sectoral approach to Decent Work: helps coherence, complementarity and synergy; creates a sense of ownership among social partners; and facilitates integration of gender issues in the programme.

8. Specific findings

This chapter presents some of the specific findings of the evaluation. These findings are dealt with under each of the criteria of relevance, validity, efficiency, effectiveness, impact and sustainability previously described in section 2.2. *Evaluation criteria and related questions.*

8.1 Relevance

The evaluation team took a nuanced approach to relevance. It looked at this criterion from the perspectives of content, strategy and constituents' needs.

8.1.1 Content relevance

From a study of documentation and interviews, the evaluation found that the more congruent the system of industry and service sectors committees becomes with global employment structures, the greater the sectoral specificity required.

The unintended consequence is that, as sectoral activities become more specific, they also become less amenable to coordination and integration with the ILO's cross-sectoral technical programmes.

As a result, there is less possibility of interdepartmental coordination of work within the ILO and more difficulty to integrate the ILO's sectoral activities with the priorities of its other technical departments.

The ILO has difficulty maintaining the appropriate blend between the sector-specific perspective required by the constituents and the cross-sectoral approach that would be of use to many technical departments in the Office.³⁴

8.1.2 Strategic relevance

The current system of having one set of workplans developed under an Office-wide procedure for the preparation of the P&B, while the work to be done for sectoral activities is planned under a different and autonomous procedure, tends to create a lack of coherence, and hence of strategic relevance, between work to be done for sectoral activities and other regular programme work.

The management challenge that this poses to SECTOR is in deciding which set of guidance should be prioritized? At this stage, the response of SECTOR appears to be mixed. There are some sectoral specialists within the department who are primarily guided by the SAP while others are guided by both the SAP and the P&B. This is a central issue for SECTOR, and management is working diligently to bring the different sets of guidance into alignment.

³⁴ E. Weisband: *ILO industrial committees and sectoral activities: An institutional history* (Geneva, ILO, Sectoral Activities Programme Working Papers, 1996).

8.1.3 Relevance to constituents' needs

In order to determine the relevance of the various sectoral activities for the employers' and workers' constituents, the evaluation team surveyed representatives of the Global Union Federation and International Organisation of Employers.

A web-based questionnaire containing 10 Likert-like questions and a corresponding space for comments was developed in consultation with the ITUC and IOE coordinators. The questions asked respondents to rate the extent to which sector activities, outputs and follow-up met their needs (table 9).

The questionnaire was pretested on a small sample of GUFs and IOE sectoral partners. The questionnaire was administered to 30 GUFs and 27 IOE sectoral partners. The ITUC and IOE coordinators sent email messages to remind their constituents to respond. Final response rates were 40 per cent for the GUFs and 48 per cent for the IOE sectoral partners.

Overall, GUF and IOE survey respondents tended to answer in a similar fashion. Those surveyed felt most strongly that the SAP addressed their needs the most while the DWCPs met their needs the least.

According to GUF respondents, the SAP articulates well the sectoral priorities of the constituents, although, according to both groups, there appears to be some room for improvement. In the free response section, reasons such as limited resources, difficulty agreeing on the issues and a disconnection from the Decent Work Agenda were given as reasons for the discrepancies.

Responses from GUF and IOE representatives diverged slightly when queried on the different types of sectoral meetings. Those from GUF organizations stated the meetings were a good opportunity to address constituents' issues. IOE respondents agreed but suggested the format needed to be reassessed to achieve greater efficiency.

Respondents deemed the outputs of sectoral meetings to meet their needs moderately well. Comments from IOE representatives indicated that the global level of discussion led to diplomatic but somewhat imprecise texts, which is often less useful to those working at the country level. Outputs that tackle real issues would be more useful (figure 3).

Figure 3: Survey responses

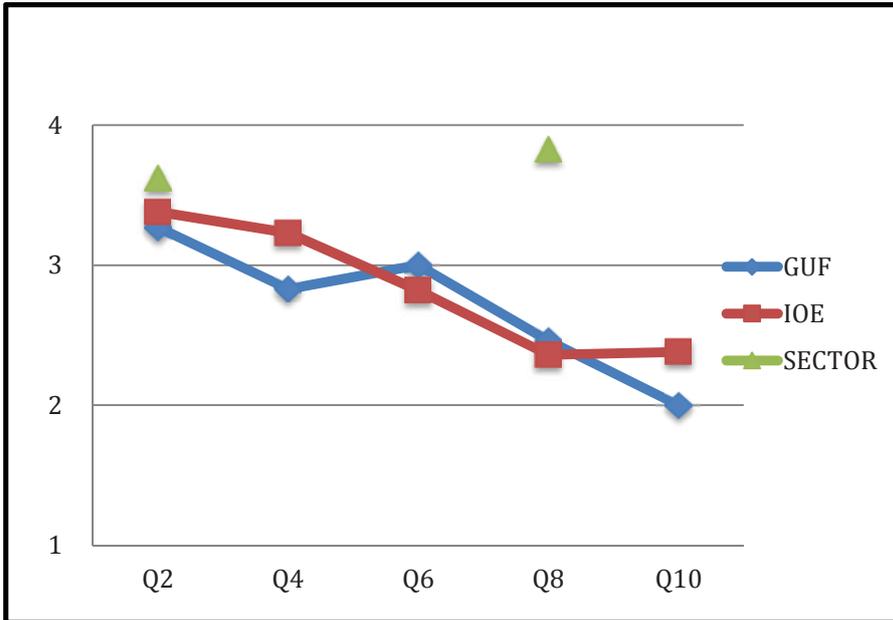


Table 9. Questionnaire surveying the extent to which the ILO Sectoral Activities Programme meets GUF and IOE representatives' needs

Q2	To what extent does the Sectoral Activities Programme reflect the needs of the constituents?
Q4	To what extent do the different types of sectoral meetings (e.g. GDFs, tripartite meetings, expert meetings) permit constituents' issues to be addressed?
Q6	To what extent do sectoral meeting outputs (e.g. recommendations, guides and toolkits) meet the needs of the constituents?
Q8	To what extent does the Office follow-up on recommendations that emerge from sectoral meetings?
Q10	To what extent are constituent needs addressed through Decent Work Country Programmes?
1	Not at all
2	Somewhat
3	Moderately
4	Greatly

GDF = Global dialogue forum.

When asked about DWCPs, constituents responded that this important policy tool only somewhat addresses their needs. This provides strong support for the view that tripartite constituents should be more involved in the development of a DWCP, which would in turn lead to a better understanding of the Programme and ensure it meets their respective needs. In fact, some IOE sectoral partners think that DWCPs are, by definition, national, but

sectoral issues transcend national boundaries. The implication is that they may be hard to integrate.

A web-based survey was also conducted of ILO sectoral specialists. The questionnaire was developed and administered in a similar way to that described above. The response rate was 81 per cent.

Although different questions were asked of the SECTOR specialists, all three groups were asked their opinion on the extent to which the Office follows up on recommendations that emerge from sectoral meetings. Most SECTOR specialists feel very strongly that their work follows up on these recommendations, while constituents believe follow-up happens much less consistently. This large discrepancy may be a result of different expectations as to what constitutes follow-up. This may be an opportunity for SECTOR to specifically define follow-up and clearly communicate how it will proceed following a sectoral meeting.

8.2 Validity

From the perspective of the validity of the strategy to achieve Outcome 13 in the P&B, the evaluation examined whether it is coherent, logical and evaluable. The threat to validity posed by the disconnection between the P&B and SAP was discussed in the previous section. There were also technical problems with the manner in which the indicators and, in particular, the measurement criteria were formulated.

The *ILO Programme Implementation Report 2010–11* contains Indicator 13.1 results for 23 countries (only one of which has a CPO linked to the Indicator). In 20 out of 23 countries (87 per cent), the reported result was associated with the MLC, 2006, or the Seafarers' Identity Documents Convention (Revised), 2003 (No. 185). With support from NORMES, the work of one sector was over-represented. The work of the remaining 21 industry and services sectors was under-represented.

The first measurement criteria under Indicator 13.1 (ratification of sectoral conventions), is certainly possible to measure. However, the non-linear nature of the policy-making process³⁵ and the multitude of conflating factors³⁵ would make it difficult, if not impossible, to attribute ratification to the ILO's work.

With regard to the second measurement criteria under Indicator 13.1 (adoption of laws and regulations), SECTOR considers that requesting this information might be seen by some as placing an additional burden on countries that are already struggling to submit mandated reports on their compliance with international labour standards.

For Indicator 13.2, the 2010–11 Programme Implementation Report reported results for 18 countries (16 of which had a CPO linked to the indicator). Out of the 18, seven (39 per cent) were associated with the work of SECTOR. Four (22 per cent) were associated with BW. The results for the other seven countries were attributed to other departments.

³⁵ Kingdon (1984) asserts that policy-making occurs when multiple streams (i.e. defining a problem, suggesting solutions, and obtaining political consensus) converge. These streams, he notes, do not usually converge in a linear manner so attribution is difficult.

Accurate reporting on the first measurement criteria under Indicator 13.2 (policies and plans put in place), is not possible because SECTOR does not have a monitoring system, and current management states that such a system is beyond the Department's capacity.

The second measurement criteria under Indicator 13.2, a tripartite assessment and improvement system, is largely seen as belonging to Better Work. The logical frameworks created for each project in the BW programme correspond well with the results framework contained in the P&B.

8.3 Efficiency

The fact that there are two streams of instructions or guidance on the programming of activities in SECTOR constitutes in and of itself inefficiency. A significant amount of time and energy is spent in dealing with the resulting issues of "fit" between the two.

Furthermore, to the extent that the way in which the SAP process is conducted can be considered as management on the part of the constituents involved and to a certain degree by the GB, there is inefficiency inasmuch as it constitutes a duplicate or parallel management stream.

8.4 Effectiveness

The evaluation team found that the P&B results framework leads to competition for CPOs, limiting the effectiveness of the ILO's sectoral work. In addition, the Strategic Management Module does not allow the various ILO units' contributions to be measured in a systematic manner. Therefore, the effectiveness of the ILO's Outcome 13 strategies cannot be accurately determined.

8.4.1 Programme and Budget

P&B outcome targets are expressed as CPOs that are formulated to address the priorities established in Decent Work Country Programmes.

CPOs are linked to P&B outcomes through a negotiation process between country offices and outcome coordinators, analogous to a market-based system. Country offices often link their CPOs to the P&B outcomes of departments that are able to offer the most resources and support.

The zero-sum manner in which they are linked has the unintended result of creating competition among ILO departments for CPOs. According to SECTOR, the fact that it does not have specialists in the field puts it at a competitive disadvantage.

The Department is not able to offer the kind of support that would enable it to compete successfully for CPOs against other ILO units that do have field specialists. It is the evaluation team's view that such competition among departments, which, in principle, should be collaborating, is not conducive to optimal effectiveness.

8.4.2 Strategic Management Module

In addition, to the above, the evaluation team found that it is difficult to track progress on the P&B indicators using the Strategic Management Module.

Once a country office has agreed to link a CPO with a P&B outcome, the information is entered into a module of the ILO's Oracle-based monitoring system called the Strategic Management Module (SMM).

The information contained in the SMM only provides total project budget and expenditure; the percentage allocations are not available. In addition, it only contains budget information; there is no qualitative information for monitoring.

In the SMM, CPOs can link to multiple P&B outcomes. However, for reporting purposes, a CPO can only be counted against an outcome once in a biennium. The reason for this is to prevent double counting. However, this limitation does not permit the cross-cutting nature of the ILO's sector-specific decent work to be appropriately valued.

8.5 Impact

Sectoral meetings are one of the main means used by the Office to enhance constituents' ability to improve working conditions and industrial relations, for example, in the chemical, commerce, construction, mining, postal services, shipping and transport sectors. While some of these meetings and forums address gaps in technical knowledge, it appears that lack of follow-up in some sectors may limit their potential impact.

The discrepancy between some constituents' and sectoral specialists' perceptions on follow-up, indicated by the survey, might be an opportunity for SECTOR to specifically define the range and scope of potential follow-up, and clearly communicate how it will proceed to address this following a sectoral meeting.

8.6 Sustainability

In his paper on the UN development system, Bruce Jenks³⁶ states that globalization and the emergence of global challenges requiring collective responses create an opportunity for the UN development system's normative, standard-setting and fact-finding functions to assume a new significance. This perspective has implications for the future orientation of the ILO's sector-specific decent work and the manner in which it is measured.

³⁶ B. Jenks: *Emerging issues in development operations: A report prepared for the United Nations Department of Economics and Social Affairs* (New York, NY, United Nations, DESA, 2012).

9. Conclusions, lessons learned and recommendations

In this chapter, the findings are summarized and their significance—the “so what”—is explained.

The “dual management” system

There is, in fact, little in the way of a cogent strategy to achieve Outcome 13, at least in the generally accepted sense of the word. What exists is a de jure “strategy” for sector-specific decent work expressed in the Programme and Budget and also a de facto “strategy” contained in the Sectoral Activities Programme proposals. Each strategy has a unique set of sub-issues that have far reaching implications.

Management and governance

ILO leaders have, on many occasions, stated their commitment to results-based management. One of the assumptions of RBM is that management must have sufficient autonomy, responsibility and authority to make strategic choices and decisions about activities to best meet intended outcomes. This is not what is happening under Outcome 13. Sectoral activities are currently decided through political processes largely outside of SECTOR’s control.

Programme and Budget

An important finding was the P&B’s unintended effect of creating competition among ILO departments for country programme outcomes. The evaluation team has a concern that this unintended effect may run counter to the statement in the “Declaration on Social Justice for a Fair Globalization” that the ILO’s strategic work should be “inseparable, interrelated, and mutually supportive”.

Accountability

The “dual management” system is explained in the section above. From an accountability perspective, this presents obvious problems. It would be questionable to hold SECTOR accountable for the indicators contained in the P&B, while the work to be done for sectoral activities is planned under a different and autonomous procedure over which it has little control.

Valuing the ILO and its work

In the previous chapter, it was suggested that globalization and the emergence of global challenges requiring collective responses might create an opportunity for the UN development system’s normative and standard setting to assume a new significance.

However, the difficulties of valuing its sectoral work, which is, by and large, normative in nature, may preclude the ILO from being able to demonstrate the comparative advantage of its sectoral work in the UN development system of the future.

9.1 Lessons learned

Lesson 1: In addition to SECTOR's 22 recognized sectors, the term is also used to connote generic sectors (formal and informal sectors, public and private sectors, or agriculture, industry and services sectors), economic sectors, sub-sectors, and other organizational units. Sometimes the multiple meanings of the term "sector" lead to confusion about the nature of the ILO's sectoral work. The lesson to be learned is that it is important to establish a common definition of the terms (in this case of the term "sector") in order to facilitate meaningful dialogue about a topic.

Lesson 2: As part of the evaluation, the ILO Statistics Department conducted some analysis that ultimately was not included in the report. The analysis brought to the evaluation team's attention that the typology of sectors used by SECTOR is different from the International Standard Industrial Classification of All Economic Activities (ISIC Rev. 4), which is used by the United Nations – including the ILO's Statistics Department. This requires the ILO to make awkward statistical transformations to make its data comparable. The lesson to be learned is that simpler is often better. If SECTOR adopted the ISIC Rev. 4 typology it would make it easier for the ILO to compare its sectoral work to external benchmarks and to communicate the results of the ILO's sectoral work to external audiences.

Lesson 3: A final lesson to be learned is the value of taking a systems approach to sector-specific decent work. The P&B and the SAP are outputs of two very different sub-systems within the ILO. If the Governing Body decides to harmonize the two outputs, which is one of the recommendations in the following section, it will probably be necessary to somehow integrate the two sub-systems and merge their processes.

9.2 Recommendations

Recommendation 1: The P&B and the SAP "strategies" for sector-specific decent work should be harmonized. Some have suggested that the best way to do this would be to exempt sectoral work from inclusion in the P&B. However, representatives from governments whom the evaluation team interviewed noted that a significant amount of funding is devoted to sectoral work and the ILO needs to be accountable for it. The Success Case Study suggests that it may be possible to integrate the SAP and the P&B into one coherent strategy.

Recommendation 2: Roles and responsibilities for management and governance should be reviewed and clarified. Processes, mechanisms, checks and balances should be implemented that allow for and respect:

- management responsibility and authority over activities, their programming and resourcing;
- collaborative consultation and coordination between constituents and management in a manner that does not encroach on management's responsibilities and prerogatives, yet provides for meaningful input from constituents;

- provision of performance and accountability information as well as assurance to governance levels in a manner that allows for the discharge of governing and due diligence responsibilities and obligations without having to engage actively in management; and
- the transparent recognition and effective communication of the political and technical dimensions of the ILO's work, their distinctiveness and complementarity, and their aggregate and synergetic value.

Recommendation 3. Ways to integrate SECTOR and Better Work should be explored in order to realize synergies and economies of scale. Better Work and SECTOR both make outstanding contributions to sector-specific decent work. However, the evaluation team considers that, if they worked together and with other ILO departments, they could realize synergies and economies of scale that would improve results exponentially.

Recommendation 4: A recently conducted gender audit concluded that SECTOR displayed numerous elements of good practice in addressing gender equality concerns. The audit went on to suggest that more attention to gender equality may positively affect SECTOR's gender mainstreaming performance in general. The evaluation team supports the audit's recommendation.

Recommendation 5: Because it does not have a network of field specialists, SECTOR faces the challenge of getting the results of its work out into the field. One way SECTOR has faced the challenge has been to collaborate with the International Training Centre in Turin. The evaluation team recommends continued collaboration between SECTOR and the ITC and, in particular, an increase of sectoral activities in the regions.

Recommendation 6: The information presented in chapter six suggests that there is insufficient cooperation among the various units that are contributing to Outcome 13. Part of the challenge to the ILO is to find a mechanism to integrate the sectoral work of the various units in order to achieve synergies and benefits of scale. A number of the stakeholders interviewed by the evaluation team suggested that, where and when appropriate, a sector-based approach to DWCPs might be part of the answer.

Recommendation 7: The ILO should continue to seek a balance between the sector-specific perspective required by the constituents and the more cross-sectoral approach that would be useful to many of the ILO's other technical departments.

Recommendation 8. The P&B results framework for measuring the contribution to sector-specific decent work should be reviewed. Outcome 13 should be reformulated to encourage sectoral work that is "inseparable, interrelated, and mutually supportive".

Recommendation 9: The Strategic Management Module could be reviewed to ascertain if it could accommodate useful quantitative and qualitative monitoring information that appropriately values the cross-cutting nature of the ILO's sector specific decent work.

Recommendation 10: Sectoral meetings are one of the main means used by the Office to enhance constituents' ability to improve working conditions and industrial relations.

While these meetings address gaps in technical knowledge, it appears that the lack of follow-up limits their potential impact. The discrepancy between the constituents' and sectoral specialists' perceptions on follow-up, revealed by the survey, might be an opportunity for SECTOR to specifically define follow-up and clearly communicate how it will proceed following a sectoral meeting.

Recommendation 11: The difficulties of valuing its sectoral work, which is, by and large, normative in nature, may preclude the ILO from being able to demonstrate the comparative advantage of its sectoral work in the UN development system of the future. Therefore, the ILO should initiate research and development on methods that would allow the ILO's sectoral work to be appropriately valued.

10. Office response

The Office has taken careful note of the findings of the high-level evaluation and will take steps to address its recommendations. Two of its key observations and recommendations – that SECTOR responds to two parallel governance structures and that a sectoral approach to decent work should be more widely employed across the Office – had previously been identified as serious challenges.

Recommendations 1 and 2—the evaluation notes that SECTOR responds to two parallel programming processes—the P&B and the SAP. These processes frequently lead to different sets of priorities, which while equally valid and desirable, must be accommodated within limited resources. This spreads available resources thinly over a multitude of meetings, initiatives and tasks with the attendant risk of failure to achieve tangible impact on either set of priorities. The Office has already brought this matter to the advisory bodies and taken steps to better align the two priority setting processes in developing the 2014–15 P&B proposals. With a view to ensuring greater long-term coherence in priority setting outcomes, the Office will submit proposals for the Governing Body's consideration.

Recommendation 3—the Office will explore ways to better integrate SECTOR and BW, mindful of BW's management structure as an ILO–International Finance Corporation partnership.

Recommendation 4—the gender audit referred to in the evaluation found that greater attention to gender equality in the Governing Body's priority setting for SECTOR's work could positively affect the Department's performance in this area. This recommendation will be highlighted during the advisory body discussions on the 2014–15 SAP, to ensure it is given due attention for the next biennium.

Recommendation 5—SECTOR and the International Training Centre in Turin (Turin Centre) have recently agreed on priority areas of collaboration, including in the preparation, holding and follow-up to sectoral meetings, in particular in relation to training. The Turin Centre will also participate in the development and promotion of sectoral tools.

Recommendation 6—the evaluators note that the failure of many DWCPs to address issues in specific sectors may represent lost opportunities to respond effectively to the real decent work challenges in different countries. To address this problem SECTOR will explore ways to be more actively involved in providing inputs for the next generation of DWCPs. Furthermore the Office will pursue options to train selected officials in field offices to provide a greater sectoral focus when DWCPs are being formulated.

Recommendations 7 and 8—the evaluators rightly note that the sectoral approach to decent work should be Office wide, rather than centred in only one department. The Office agrees that a broader and more integrated application of sectoral approaches is more likely to achieve decent work objectives at sectoral and macroeconomic levels. Involvement of other technical units should extend to sectoral meetings, sector-specific research and the promotion of sectoral standards and tools, all of which could contribute to results across several outcomes, not just Outcome 13. The rapid changes in the world of work, in particular the increasing importance of global supply chains, further underlines the need to reinforce the sectoral approach to decent work. In preparing the 2014–15 P&B, the Office has already taken a closer look at coordination of results across the 19 outcomes, and will reflect on how best to integrate the sectoral approach across the wider ILO work programme.

Recommendation 9—the shortcomings identified in the Strategic Management Module relating to monitoring sector-specific decent work information have been brought to the attention of the Bureau of Programming and Management.

Recommendation 10—to ensure systematic follow-up of conclusions and recommendations of sectoral meetings endorsed by the Governing Body, the Office proposes that these be mandated as recurrent, statutory work items. Where appropriate, responsibility for such follow-up should extend beyond SECTOR to other relevant units, including the Turin Centre.

Recommendation 11—the Office will ascertain what can be done to enhance wider comprehension of the value of sectoral work, in consultation with partners within the UN common system.

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Sectoral country profiles

Argentina	France	Philippines
Australia	Indonesia	Singapore
Brazil	Japan	Slovakia
Canada	Korea	South Africa
Chile	Malaysia	Sri Lanka
Colombia	Mexico	Thailand
Costa Rica	New Zealand	Trinidad and Tobago
Czech Republic	Peru	

DWCPs

Afghanistan	Côte d'Ivoire	Namibia
Albania	Dominican Republic	Nepal
Argentina	El Salvador	Oman
Armenia	Ethiopia	Papua New Guinea
Bahamas	Fiji	Samoa
Bahrain	India	Sierra Leone
Belize	Indonesia	Solomon Islands
Benin	Kazakhstan	South Africa
Bolivia	Kenya	Sri Lanka
Bosnia and Herzegovina	Kiribati	Syria
Botswana	Macedonia	United Republic of Tanzania
Cambodia	Madagascar	Uganda
Cameroon	Malawi	Vanuatu
Chile	Mauritius	Zambia
China	Moldova	
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Annex 2. Evolution of Outcome 13: From theme to quantifiable indicator

		06–09 SPF	10–15 SPF
Objective 4: Strengthen tripartism and social dialogue		Strategic objective 3: Strengthen tripartism and social dialogue	
04–05 P&B		06–07 P&B	10–11 P&B 12–13 P&B
Operational objective 4b: Governments and institutions of social dialogue.	Operational objective 4c: The development of social dialogue at <u>sectoral level</u> to improve global labour and social outcomes.	Intermediate outcome 4d: Sectoral social dialogue promotes the improvement of labour and social conditions in specific economic sectors.	Outcome 13: A <u>sector-specific</u> approach to decent work is applied. (OBW introduced.)
Indicator 4b.1: Applying social dialogue Conventions.	Indicator 4b.7: Improved conditions in <u>specific sectors</u> .	Immediate outcome 4d.1: Increase the level of consensus on social and labour issues in <u>specific economic sectors</u> .	Indicator 13.1: Number of member States that, with ILO support, implement sectoral standards, codes of practice or guidelines.
Target: (iv) 15 ratifications of conventions in <u>specific sectors</u>.	Indicators: (i) Constituents use social dialogue to target and take effective action to improve social and labour outcomes in specific economic sectors within a member State. Target: 20 countries. (ii) Member States ratify the consolidated Convention on maritime labour standards if	Indicators: (i) Number of cases in which constituents reach consensus by adopting conclusions, recommendations, codes or guidelines in sectoral meetings. Target: 75% of all	Indicator 13.2: Number of member States in which constituents, with ILO support, take significant action for a specific sector to advance the Decent Work Agenda.
		Indicators: (i) Number of cases in which constituents apply ILO technical assistance, training or tools to: (i) Ratify sectoral conventions. Target: 20 cases across 4 regions.	Measurement: - Ratification of a sectoral convention. - Adoption of a law or regulations that implement main provisions of a sectoral standard, sector-specific code of practice or guideline. - A national, regional or local policy or plan of action is put in place with adequate funding to implement recommendations or conclusions of ILO sectoral meetings. - A tripartite assessment and improvement system

02-05 SPF Objective 4: Strengthen tripartism and social dialogue	06-09 SPF Strategic objective 4: Strengthen tripartism and social dialogue	10-15 SPF Strategic objective 3: Strengthen tripartism and social dialogue
<p><u>04-05 P&B</u> sector.</p>	<p><u>06-07 P&B</u> adopted. Target: 5 countries. (iii) Member States ratify the Convention on fishing, if adopted. Target: 8 countries. (iv) Member States ratify the Seafarers' Identity Documents Convention. Target: 10 countries. (v) Constituents take action to implement sectoral codes of practice and guidelines. Target: 10 countries.</p>	<p><u>10-11 P&B</u> is established at the sectoral level that confirms increased compliance with international labour standards, including core international labour standards, and improved working conditions of workers in the sector. (This criterion added in 12-13.) Baseline: Based on 08-09 performance, 19 member States. Target: 15 member States.</p>
	<p><u>08-09 P&B</u> (ii) Develop policies based on sectoral codes of practice or guidelines. Target: 8 cases across 4 regions. (iii) Develop national tripartite plans of action on sector-specific issues. Target: 8 cases across 4 regions.</p>	<p><u>12-13 P&B</u> Baseline: Based on 08-09 performance, 5 member States. Target: 11 member States.</p>

Annex 3. Programme of sectoral meetings

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec
2008								National Workshop on Child Labour in the Telecommunications Sector	Tripartite Meeting of Experts to develop a policy on hazardous substances	Joint ILO/IMO/ Basel Convention Working Group on Ship Scrapping (Third Session)	Global Dialogue Forum on Vocational Education and Skills Development for Commerce Workers	
									Tripartite Expert Meeting to adopt Guidelines on Flag State Inspections under the MLC (2006)			

Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec
	Global Dialogue Forum on Decent Work in Local Government Procurement for Infrastructure Provision Global Dialogue Forum on the Impact of the Financial Crisis on Finance Sector Workers	Tripartite Technical Workshop on the Impact of the Food Price Crisis on Decent Work									

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec
2010		Tripartite Meeting of Experts to Adopt Port State Control Guidelines for Implementation of the Work in Fishing Convention, 2007 (No. 188)	Upskilling out of the downturn: Global Dialogue Forum on Strategies for Sectoral Training and Employment Security	Seminar on Postal Services in Americas			Joint ILO/WHO Tripartite Working Party of Experts on Occupational Health and HIV/AIDS for Health Services Workers		Preparatory Tripartite MLC, 2006 Committee	Joint ILO/IMO Working Group on Medical Fitness Examinations of Seafarers and Ships' Medicine Chests	International Seminar on OSH in Oil and Gas	
										National Workshop on Social Dialogue in Liberia on Public Administration Pension	Global Dialogue Forum on New Developments and Challenges in the Hospitality and Tourism Sector and their impact on employment, Human Resources Development and Industrial Relations	

Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec
								Consultations on the Seafarers' Identity Documents Convention (Revised), 2003 (No. 185)	Meeting of Experts to Adopt a Code of Practice on Safety and Health in Agriculture		
								Global Dialogue Forum on Vocational Education and Training			

2011	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec
		Global Dialogue Forum on Safety in the Supply Chain in Relation of Packing of Containers		Seafarers' Wages and Hour of Work and the Manning of Ships Recommendation, 1996 (No. 187): The updating of the basic wage of able seafarers, 2011			Workshop on Code of Practice on OSH in Agriculture		Seminar on Postal Services in Africa	Global Dialogue Forum on the role of Private Employment Agencies in Promoting Decent Work and Improving the Functioning of Labour Markets in Private Services Sectors	Tripartite Meeting of Experts for the Adoption of ILO Guidelines on Training in the Port Sector	Second meeting of the Preparatory Tripartite MLC, 2006, Committee
									Global Dialogue Forum on needs of Older Workers in Relation to Changing Work Processes and the Working Environment in Retail Commerce			

Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec
	Global Dialogue Forum on Conditions of Personnel in Early Childhood Education							Joint ILO/IMO Working Group on Medical Fitness Examinations of Seafarers and Ships' Medicine Chest	Tripartite Meeting on Promoting Social Dialogue on Restructuring and its Effects on Employment the Chemical and Pharmaceutical Industries		
									11th session of the Joint ILO/UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel (CEART)		Global Dialogue Forum on Future Needs for Skills and Training in the Oil and Gas Industry

2012

Source: *Sector meetings*, Geneva, ILO, SECTOR web site, 2012, www.ilo.org/sector/activities/sectoral-meetings/lang-en/ [accessed 13 Sep. 2012].

Annex 4. Better Work programme country evaluation summaries

Cambodia

The objective of the Better Factories Cambodia project (BFC) was “Increased firm level compliance with Cambodian labour law”. The project monitored working conditions in Cambodian garment factories to determine compliance with national and international standards, helped factories to improve working conditions and productivity, and worked with the Government and international buyers to ensure a rigorous and transparent cycle of improvement.

The evaluation found that the project was highly relevant for the country, an opinion that was shared unanimously by all interlocutors. It was aligned with the country needs and priorities, UN development policies and frameworks and the ILO’s Decent Work Agenda. The team considered, however, that the immediate objectives of the project document were not realistic within the project’s timeframe and budget. Project extensions sought to remedy this situation. The improvement cycle strategy of the project continued to prove its validity during the extension period.

The team identified a number of significant and recognizable changes in the country as a whole, and in the garment sector in particular, that could be considered as major achievements of the project. Each of these developments could be linked, at least in part, to the project’s interventions.

- Measurable improvements in conditions of work in participating factories.
- Measurable progress in compliance with Cambodian labour law and international core labour standards (progress in this area is considered the highest in the region) in participating factories.
- Hundreds of thousands of jobs were created from 1999 to present, as result of the decisions by major international brands to source (and to continue sourcing post-Multifibre Arrangement (MFA) from Cambodian garment factories. The credibility, transparency and independence of the ILO BFC monitoring system and the progress in compliance resulting from the system played an important role in that decision.
- As a consequence, significant resources were remitted back to rural parts of the country, a development that has been recognized as a major contribution to poverty alleviation in Cambodia.
- Project assistance in the preparation and drafting of labour regulations has contributed to resolving critical labour-management problems, such as Prakas 305 on trade union representation.
- The Guide to the Cambodian Labour Law for the Garment Industry, published in English, Khmer and Chinese as an easy-to-use booklet, helped factory managers, supervisors, shop stewards, trade union officials, buyers and other interested parties to

better understand and address labour law-related issues. This enabled parties to approach this complex subject with confidence.

- As a result of the remediation and training activities, stakeholders and target groups became more knowledgeable and capable of helping factories improve in areas such as workplace cooperation, quality, occupational safety and health, productivity, human resource management and working conditions.
- The capacity of local organizations that were used as service providers for the project was strengthened as a direct result of the assistance received from the ILO during the development and delivery of training materials. They have become better equipped to contribute to the sustainability of project achievements.
- The involvement of major international buyers in supporting project activities and improving working conditions and compliance was encouraged and systematized by project management
- Unprecedented local alliances were built around the project objectives, resulting in multi-donor funding arrangements that have guaranteed the continuation of project activities until January 2009 and have strengthened the prospects for long-term sustainability.
- The project results also had an impact on the work of the ILO globally, through the development of the *Better Work* programme. The experiences, partnerships and lessons learned through BFC have directly influenced *Better Work*, and BFC represents a potentially important laboratory as *Better Work* expands further.
- The World Commission on the Social Dimension of Globalization offered a number of recommendations¹ to achieve a fair globalization. BFC makes an important contribution to realizing the goal of promoting good governance through actions taken within global production systems.

Jordan

The aim of Better Work Jordan (BWJ) is to improve labour standards and enterprise performance in Jordan's export and labour intensive industries in global supply chains. Its key activities included enterprise assessments to determine compliance with national and international standards, enterprise advisory and training services designed to support practical improvements, engagement with key stakeholders to ensure buy-in and support and increasing sustainability through income-generating activities and the creation of an independent organization.

The results of a mid-term evaluation demonstrated a number of successful outcomes of BWJ activities. Although fewer factories participated in the BWJ project than initially targeted, the factories which were subscribed included the largest in size, and represented approximately 75 per cent of the total value of annual Jordanian garment exports, and an estimated 67 per cent of the total labour force in Jordan's garment industry.

BWJ also built up strong relations with its key stakeholders, both individually, and collectively through the Project Advisory Committee (PAC). These stakeholders described PAC meetings as useful opportunities to review project progress and to engage in constructive discussions and debates.

The evaluation team identified four strategic issues that required attention:

- BWJ could do more to act in a coordinated and strategic way to help the garment industry to address issues related to migrant labour that raise concerns about the practice of forced labour (including maximum working hours, curfews for workers, recruitment fees, and retention of passports).
- There seems to be potential for BWJ to push for greater realization of the right of freedom of association for migrant workers.
- BWJ may be able to do more to help to foster the development of more mature industrial relations in the garment industry, serving thereby as an example for Jordan generally.
- BWJ could devote more attention to the issue of attracting more Jordanian investment and employment to the garment industry.

Viet Nam

The objective of the Better Work Viet Nam (BWV) project is to improve both compliance with labour standards and enterprise performance in Vietnam's export and labour-intensive industries in global supply chains. The project has three components: (1) enterprise assessments against the ILO core labour standards and Vietnamese labour law; (2) enterprise advisory and training services designed to support practical improvements; and (3) stakeholder engagement and sustainability.

According to the Mid Term Review literal contents, the programme has a high level of relevance, since it tends to the interests and concerns of the garment industry's stakeholders, Vietnamese labour unions, government and business organizations since Viet Nam's transition "from command to market" has entailed the need to revise the legislative framework for employment relations, and the vision that the latter have of the programme is very positive. Potentially, the programme could involve more directly the organizations in the textile and apparel industry.

By December of 2011 there were 141 registered factories and the programme helps improve the working conditions of 192,992 workers. The project mostly meets or exceeds targets on outcomes (in enterprise assessments, enterprise advisory and training services, stakeholder engagement and sustainability), except revenues generated by BWV.

Social dialogue is a fundamental part of the programme in Viet Nam. The Project Advisory Committee has contributed in a very constructive way to the programme's development. At the enterprise level, social dialogue has improved mostly due to constitution of the Performance Improvement Consultative Committees (PICCs). The PICCs are one of the cornerstones of BWV. These committees review the programmes' assessment reports and work collaboratively to develop a factory improvement plan, timeline and implementation steps. The results to date are successful; a survey of 12 factories that have completed one year using such committee structures shows that the management's trust is much higher than in the early stages, although results greatly vary in some factories. In addition, the non-compliance rate pertaining to "interference with workers' representatives" improved

by 50 per cent over the first assessment, making it the area of the largest increase in compliance performance.

Annex 5. ITC training activities: Outcomes 4d.1 and 4d.2 (2008–2009) and Outcome 13 (2010–2011)

Code	Title	Venue	Date	Duration weeks	Days of training	No. of participants	Participant days	Language	Manager	Sponsor
A151479	Strengthening social dialogue in the SADC: Social dialogue in the diamond sector – linked to P150369 (Gaborone, Botswana)	Field	01/12/2008 03/12/2008	0.5	3	20	60	EN		ILO TRUST FUND FLANDERS (RAF/07/51/FLA)
E450580	Strengthening the capacity of EMCEF affiliates for participation in sectoral social dialogue at national and European level (year 2009) – linked to P410561 (Europe)	Field	01/01/2009 14/12/2009	50.0				EN		EUROPEAN COMMISSION
P410561	Strengthening the Capacity of EMCEF Affiliates for participation in Sectoral Social Dialogue at National and European Level	Turin Centre	01/01/2009 14/03/2010	63.0				EN		EUROPEAN COMMISSION
A401406	Workshop on	Turin	02/02/2009	1.0	5	22	110	EN		EUROPEAN

Code	Title	Venue	Date	Duration weeks	Days of training	No. of participants	Participant days	Language	Manager	Sponsor
	European sectoral social dialogue – linked to P410561	Centre	06/02/2009							COMMISSION
A452131	Strengthening the capacity of EMCEF affiliates in Croatia, Macedonia, Malta and Slovenia for participation in sectoral social dialogue at national and European level – linked to P410561	Field	06/04/2009 08/04/2009	0.5	3	21	63	EN		EUROPEAN COMMISSION
A252185	Dialogo social y trabajo decente – formación de coordinadores – linked to P250559 (Mexico)	Field	20/04/2009 30/04/2009	2.	9	247	2223	ES		ILO LIMA (RBSA)
A452133	International workshop linked to the plenary session of European sectoral social dialogue for chemical industry - linked to P410561 (Brussels, Belgium)	Field	12/05/2009 14/05/2009	0.5	2	13	26	EN		EUROPEAN COMMISSION
A201435	Dialogo social y trabajo decente Mexico – industria del azucar – linked to P250559	Turin Centre	01/06/2009 05/06/2009	1.0	5	30	150	ES		ILO LIMA (RBSA)

Code	Title	Venue	Date	Duration weeks	Days of training	No. of participants	Participant days	Language	Manager	Sponsor
A252212	Curso tripartito para el fortalecimiento institucional de los constituyentes de la OIT y la promoción del Convenio 188 sobre el trabajo en el sector de la pesca (Bamio, Spain)	Field	22/06/2009 26/06/2009	1.0	5	40	200	ES		MINISTERIO DE TRABAJO ASUNTOS SOCIALES ESPANA - INSTITUTO SOCIAL DE LA MARINA
A452129	Strengthening the capacity of EMCEF affiliates in Cyprus, Estonia, Latvia and Lithuania for participation in social sectoral dialogue at national and European level – linked to P410561 (Riga, Latvia)	Field	01/07/2009 03/07/2009	0.5	3	17	51	EN		EUROPEAN COMMISSION
A352171	Conciliation and mediation of labour disputes I (Manila, Philippines)	Field	09/09/2009 11/09/2009	0.5	3	36	108	EN		ITALY MAE (VC) 2009 ILO MANILA ILO SLLIPPAGE 2009
A352172	Conciliation and mediation of labour disputes II (linked to A352171) (Manila, Philippines)	Field	14/09/2009 16/09/2009	0.5	3	36	108	EN		ITALY MAE (VC) 2009
A452130	Strengthening the capacity of EMCEF	Field	30/09/2009 02/10/2009	0.5	3	23	69	EN		EUROPEAN COMMISSION

Code	Title	Venue	Date	Duration weeks	Days of training	No. of participants	Participant days	Language	Manager	Sponsor
	affiliates in Bulgaria, Poland, Romania and Turkey for participation in social dialogue at national and European level – linked to P410561 (Ankara, Turkey)									
A401486	Closing workshop on connecting to EU level sectoral social dialogue: lessons learned and perspectives for social partners – linked to P410561	Turin Centre	09/12/2009 10/12/2009	0.5	2	33	66	EN		EUROPEAN COMMISSION
A904032	Public service reform: a participatory approach (advanced course)	Turin Centre	09/05/2011 27/05/2011	3.0	15	9	135	EN		ITALY MAE (VC) 2011 MALAWI DIRECT TRUST FUND NIGERIA DIRECT TRUST FUND
A154040	Gestão de recursos humanos na administração pública (curso avançado) (Rio de Janeiro and Salvador, Brazil)	Field	11/07/2011 22/07/2011	2.0	10	21	210	PT		VARIOUS DIRECT TRUST FUNDS ILO GENEVA

Code	Title	Venue	Date	Duration weeks	Days of training	No. of participants	Participant days	Language	Manager	Sponsor
A904492	Labour dispute prevention and resolution in the public service	Turin Centre	27/07/2011 29/07/2011	0.5	3	13	39	EN		ITALY MAE (SLIPPAGE 2009) ITALY MAE (VC) 2011
A904388	Toolkit on tourism and poverty reduction validation workshop	Turin Centre	29/08/2011 31/08/2011	0.5	3	13	39	EN		ITALY MAE (SLIPPAGE 2011)
A104033	Reforma da administração pública: um enfoque participativo (curso avançado)	Turin Centre	05/09/2011 23/09/2011	3.0	15	25	375	PT		TALY MAE (VC) 2011 ANGOLA AND CAPE VERDE – DIRECT TRUST FUND
A104215	Réforme de la fonction publique: une approche participative	Turin Centre	14/11/2011 02/12/2011	3.0	15	16	240	FR		ITAL MAE (VC) ILO GENEVA

EN = English; ES = Spanish; PT = Portuguese; FR = French.

Annex 6. Questionnaires

Dear GUF/IOE Sectoral Partner Colleague:

The ILO is conducting an independent, high-level evaluation of its sector-specific decent work. As part of the evaluation, we are conducting a survey of Global Union Federation staff.

The findings from the survey will help the ILO to better serve constituent needs in the future. The questionnaire is short and will only take a few minutes to complete.

Responses will be kept in confidence and results will be presented in a way that individuals cannot be identified. To complete the questionnaire, please click on the link found below.

We would very much appreciate receiving your completed questionnaire by Wednesday, 18 April. Please contact me with any questions. Thank you in advance for your participation.

<https://www.surveymonkey.com>

Sincerely,

Craig

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What is the name of your organization?

To what extent does the Sectoral Activities Programme reflect the needs of the constituents?

1. Not at all	2. Somewhat	3. Moderately	4. Greatly	99. Not sure
Why or why not?				

To what extent do the different types of sectoral meetings (e.g. GDFs, Tripartite meetings, Expert meetings) permit constituents issues to be addressed?

1. Not at all	2. Somewhat	3. Moderately	4. Greatly	99. Not sure
Why or why not?				

To what extent do sectoral meeting outputs (e.g. recommendations, guides and toolkits) meet the needs of the constituents?

1. Not at all	2. Somewhat	3. Moderately	4. Greatly	99. Not sure
Why or why not?				

To what extent does the Office follow-up on recommendations that emerge from sectoral meetings?

1. Not at all	2. Somewhat	3. Moderately	4. Greatly	99. Not sure
Why or why not?				

To what extent are constituent needs addressed through Decent Work Country Programmes

1. Not at all	2. Somewhat	3. Moderately	4. Greatly	99. Not sure
Why or why not?				

Dear Sector Specialist:

The ILO is conducting an independent, high-level evaluation of its sector-specific decent work. As part of the evaluation, we will conduct a survey of Sector Specialists.

The findings from the survey will help the evaluation team to better understand the work of SECTOR. The questionnaire is short and will only take a few minutes to complete.

Responses will be kept in confidence and results will be presented in a way that individuals cannot be identified. To complete the questionnaire, please click on the link found below.

We would very much appreciate receiving your completed questionnaire by Someday, X April. Please contact me with any questions. Thank you in advance for your participation.

Sincerely,

Craig Russon

<https://www.surveymonkey.com/>

To what extent do you use the Outcome-Based Workplan to plan and carry out your work?

1. Not at all	2. Somewhat	3. Moderately	4. Greatly	99. Not sure
Why or why not?				

To what extent do you use the Sectoral Activities Programme to plan and carry out your work?

1. Not at all	2. Somewhat	3. Moderately	4. Greatly	99. Not sure
Why or why not?				

To what extent do you cooperate with other ILO units to plan and carry out your work?

1. Not at all	2. Somewhat	3. Moderately	4. Greatly	99. Not sure
Why or why not?				

To what extent do you make use of the systems of focal points that other ILO units maintain in the field to disseminate Codes of Practice, guides and toolkits?

1. Not at all	2. Somewhat	3. Moderately	4. Greatly	99. Not sure
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Why or why not?				

To what extent do you collaborate with the International Training Centre based in Turin?

1. Not at all	2. Somewhat	3. Moderately	4. Greatly	99. Not sure
Why or why not?				

To what extent does your work follow-up on sectoral meeting recommendations?

1. Not at all	2. Somewhat	3. Moderately	4. Greatly	99. Not sure
Why or why not?				

To what extent is your work meaningfully reflected in the Country Programme Outcomes of the Outcome-Based Workplan?

1. Not at all	2. Somewhat	3. Moderately	4. Greatly	99. Not sure
Why or why not?				

To what extent is your work meaningfully reflected in the Global Products of the Outcome-Based Workplan?

1. Not at all	2. Somewhat	3. Moderately	4. Greatly	99. Not sure
Why or why not?				

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