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# Independent evaluation of the ILO's strategy for integrating inclusive employment policies

OCTOBER 2012



EVALUATION  
UNIT

**Independent evaluation of the ILO's strategy  
for integrating inclusive employment policies**

**International Labour Office**

**October 2012**

**EVALUATION UNIT**

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## **Preface**

This evaluation report was prepared by Thomas Otter, the external evaluation consultant and Carla Henry, senior evaluation officer in the ILO Evaluation Unit. Research assistance for the report was provided by Rengin Gunaydin.

The evaluation was launched in March 2012 under the guidance of Guy Thijs, Director of the ILO's Evaluation Unit in consultation with Jose Manuel Salazar, Executive Director of the ILO Employment Sector, Azita Berar, Director of the ILO Employment Policy Department, and Iyanatul Islam, Chief of the Country Employment Policy Unit.

The evaluation team drew on input from a wide range of individuals inside and outside the ILO. The evaluation team thanks the representatives of global and national tripartite constituents for their inputs at the design, implementation and completion stages of the report.

Specific appreciation goes to the staff of Country Employment Policy Unit (EMP/CEPOL) who provided their time and extensive documentation to the evaluators. Also much appreciated was the support provided by ILO field offices in Hanoi (Viet Nam), San Jose (Costa Rica for the El Salvador case study), Pretoria (for the Malawi case study) and in Sarajevo (Bosnia and Herzegovina), which supported country missions for case study development.

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## Abbreviations

ECOSOC	UN Economic and Social Council
EMP/ANALYSIS	Employment Analysis and Research (EMP/ANALYSIS)
DWCP	Decent Work Country Programme
DWT	Decent Work Team
EMP	Employment Sector
EMP/CEPOL	Country Employment Policy Unit (Employment Sector)
EMP/POL	Employment Policy Department
EMP/SKILLS	Skills and Employability Department
EU	European Union
EVAL	Evaluation Unit (ILO)
GB	Governing Body
GEA	Global Employment Agenda
GJP	Global Jobs Pact
HQ	Headquarters
IFI	International Financial Institution
ILC	International Labour Conference
LMIS	Labour market information systems
ILO	International Labour Organization/International Labour Office
MDG	Millennium Development Goal
NDF	National development framework
NEP	National Employment Policy
NGO	Non-governmental organization
PRSP	Poverty Reduction Strategy Paper
P&B	Programme and Budget
RBM	Results-based management
RBSA	Regular budget supplementary account
RO	Regional office
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme

## Executive summary

This evaluation covers a period during which the world underwent a major financial crisis that in turn brought on deteriorating employment situations in many of ILO's member States. These combined crises have greatly influenced countries' requests for ILO assistance as well as the way in which the ILO has subsequently responded to their needs.

The evaluation assesses the ILO's global strategy and contribution in supporting member States to improve their policies on productive employment, decent work and income opportunities from 2006 to 2011. The strategy specifically relates to how the Office will meet its obligations associated with the Strategic Policy Frameworks (SPFs) of 2006–2009 and 2010–15, and the Programme and Budget (P&B) outcomes linked to this area of work. Within the broader scope of ILO's objective to support more access for women and men to productive employment, decent work and income opportunities, this evaluation reviews the ILO targeted strategy *to support member States to integrate national, sectoral and local employment policies through the development of National Employment Policies (NEPs) and inclusion of employment outcomes in national development plans and frameworks*.

The principal client for the evaluation is the Governing Body (GB), which is responsible for governance-level decisions on the findings and recommendations of the evaluation. The evaluation is also to benefit ILO management and those working to support employment policies and programmes, and is to serve as a source of information for ILO's partners and national policy-makers.

The independent evaluation is based on an initial scoping exercise to identify key issues, followed by a thorough desk review of research, reports and programme documentation, a portfolio review organized by country, and interviews with ILO staff, constituents and United Nations (UN) system colleagues. Four country missions and two desk case studies were undertaken.

The evaluation addressed five broad questions as follows:

1. To what extent is the ILO NEP support strategy relevant as a proposal to respond to the global and national employment policy demands (in relation to their underlying causes and challenges)?
2. How effective is the strategy in achieving progress towards the expected outcomes?
3. To what extent does the ILO strategy lend itself to efficient implementation within a results-based management approach?
4. To what extent have ILO actions had an impact on the approach of national employment policies towards a framework focusing on the overall goal of generation of decent and productive employment, with special attention to vulnerable groups based on coordinated action from different line ministries, social partners and head institutions in the field of economic policy?



5. Have ILO interventions been designed and implemented in ways that have maximized sustainability at country level?

### **Operational approach**

The objective of full employment was stated in the ILO Constitution and 1944 Philadelphia Declaration, and was further articulated in the Employment Policy Convention, 1964 (No.122).<sup>1</sup> The primary mechanism for guiding ILO's approach to policy coordination and cooperation (on employment) at the national level is the Convention where Article 1.1 of the Convention provides that:

With a view to stimulating economic growth and development, raising levels of living, meeting manpower requirements and overcoming unemployment and underemployment, governments shall declare and pursue an active policy for the promotion of full, productive and freely chosen employment.<sup>2</sup>

The strategy for integrating inclusive employment policies into national, sectoral and local frameworks has been embedded in the programming framework of the ILO since 2006 but gained specific emphasis in the P&B 2010–2011. Prior to 2010, the strategy could be captured under the broad outcomes calling for employment to be placed at the centre of economic and social policies (2006–07), and coherent policies support economic growth, employment generation and poverty reduction (2008–09). Since 2010, the strategy has been captured under the outcome calling for enhanced access of women and men to productive employment, decent work and income opportunities. Policy measurement and reporting through a P&B indicator have been placing specific emphasis on member States to integrate national, sectoral or local employment policies and programmes into their development frameworks and to adopt NEPs through a legal national policy.

The Office currently defines its impact through the Outcome 1.1 indicator targets. For SPF 2010–15 these are defined as:

Number of member States that, with ILO support, integrate national, sectoral or local employment policies and programmes in their development frameworks, measured as:

1. National development frameworks that prioritize productive employment, decent work and income opportunities within their macro analysis, sectoral or economic stimulus strategies
2. Comprehensive NEP and/or sectoral strategies are developed, in consultation with social partners, and endorsed by cabinet, parliament or inter-ministerial committees.

The overall logic of the ILO's intervention strategy to support member States in developing integrated and inclusive employment policies is illustrated in figure 1 below. This model was developed by the evaluators to illustrate their understanding of the context,

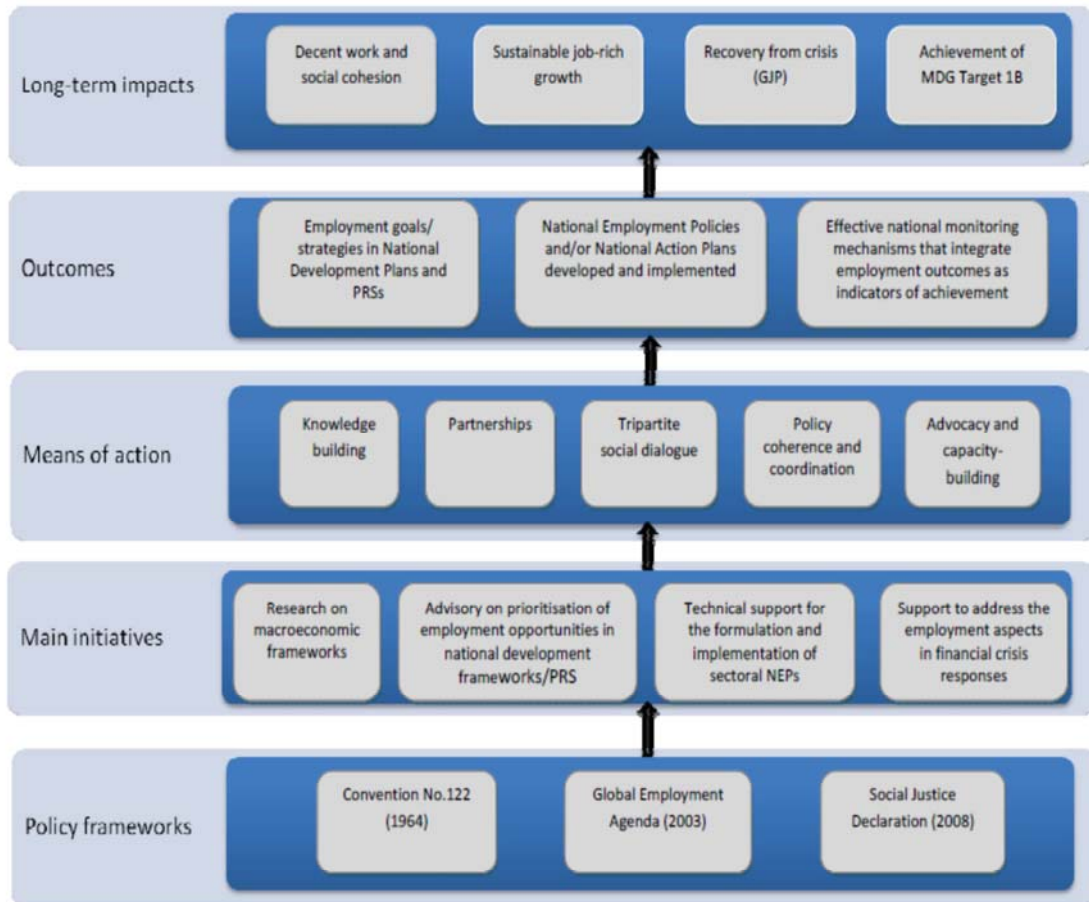
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<sup>1</sup> *Employment for Social Justice and a Fair Globalization: Overview of ILO programmes*, ILO, [www.ilo.org/employment/Whatwedo/Publications/WCMS\\_140961/lang--en/index.htm](http://www.ilo.org/employment/Whatwedo/Publications/WCMS_140961/lang--en/index.htm) [accessed 21 September 2012].

<sup>2</sup> ILO Employment Policy Convention, 1964 (No.122).

interventions, expected results and longer term impacts of the ILO's results-focused strategy. Building from the governance level frameworks, the strategy aims to better understand the macroeconomic and employment policy situations in countries, advocate the prioritization of employment opportunities in national development frameworks, provide technical support for the formulation and implementation of NEPs, and support governments to address the employment issues in response to the financial crisis.

**Figure 1: ILO's intervention strategy in support of inclusive employment policies**



These initiatives rely on knowledge building, partnership, tripartite social dialogue, policy coherence and coordination, and advocacy and capacity building as the primary means of action to support member States. Interim results at country level are meaningful goals and strategies to promote employment embedded in national development plans and frameworks. They can also include NEPs and national action plans developed and implemented, and effective national monitoring mechanisms developed that integrate employment outcomes as indicators of achievement.

### Findings and conclusions

This report has profiled a number of factors that indicate the performance of ILO's strategy to support the development of national integrated and inclusive employment policies. To name a few, the ILO enjoys growing international visibility and voice on employment

policy issues; it has in place solid leadership and an impressive range of technical competencies to support the delivery of its tools and services; it draws upon strong national tripartite networks and partnerships; and enjoys a widespread and favourable reputation for its technical knowledge base and organizational integrity in the countries where it works.

In terms of operational effectiveness, the ILO has demonstrated its reliability in completing its programme of work and mostly meeting performance targets over the past three biennia. Cost effectiveness is also considered adequate for the results generated through to the NEP adoption stage. Finally, the ILO has demonstrated innovativeness in adapting its approaches as a result of the international financial and employment crises that are currently affecting nearly all member States.

However, the ILO should improve the impact and sustainability of its strategy and capacity by articulating a longer term vision of how countries can support employment policies through all stages of the employment policy cycle. Internally, this will probably involve introducing changes to the current configuration of technical support in the various programmes linking it to employment policy development with the aim of improving the coherence of ILO policy messages at country level. In addition, this evaluation also points to the likelihood of additional efficiencies being realized through such a rationalization process. Finally, an improved accountability framework and results orientation for the strategy would improve efforts to generate implementation results at country level. See figure 2 for overall evaluation ratings associated with key performance questions posed by the evaluation.

## **Relevance**

So far, the ILO's NEP strategy has proven to be relevant in supporting countries and the Office to align country needs and ILO responses in terms of thematic issues, learning processes, capacity building, policy innovation, and strengthened social dialogue. The Office has selected countries willing to develop NEPs and geared interventions to their situations. The evaluation credits the ILO with advancing global awareness of the issues and appreciation of the types of policy interventions with the potential to tackle countries' employment problems. Countries' demands have been met satisfactorily, as have policy-makers' requests for tools and guidelines. The ILO's NEP support has so far been highly relevant in implementing the Social Justice Declaration and International Labour Conference mandates of 2010.<sup>3</sup>

## **Effectiveness**

As regards the NEP processes, the ILO's strategy and means of action have mostly been effective from their formulation through to their adoption. Means of action need to be further strategized in order to be effective in supporting implementation phases. There is also a need to scale up knowledge building, partnerships, policy coherence and coordination efforts at all stages, and address institutional constraints affecting NEP

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<sup>3</sup> ILO: *Employment policies for social justice and a fair globalization*, Report VI, International Labour Conference, 99th Session, Geneva, 2010.

implementation. Social partners have strengthened their positions during policy deliberations beyond traditional tripartite agendas. Important achievements have been made regarding capacity building. However, social partners, and particularly unions, often face additional challenges to taking full advantage of these efforts. An evolving strategy to support the NEP process can be seen in past efforts, and there is already some understanding and discussion in the Office regarding future directions for such support. In general, elements and actions from different ILO units are complementary, but there are some overlapping activities that should be adjusted.

### **Efficiency**

The quality, quantity and timeliness of services and outputs suggest good value for money. Internal and external coordination and communication were found to be adequate. The current structural approach to supporting NEP development may be too standalone. The existing indicator framework for the strategic objective on employment does not support clear understanding of country-level outcomes, achievements and progress within broader ILO employment policy initiatives, which may reinforce internal fragmentation. Repeated assistance to countries under the same outcome indicator and country programme activities under overlapping outcome indicators do not adequately reflect the support and progress being made within the broader policy cycle. The monitoring of underlying efficiency differences in NEP processes in different countries misses a defined scope or set of minimum quality standards for NEP formulation. Field employment specialists are not distributed consistently enough to support current and future (pipeline) NEP-supported target countries. Africa-based support in particular appears under supplied.

### **Impact**

Although the need for a wider institutional debate on formulating employment policy is appreciated, change has already been achieved in the approach and use of employment policy concepts. In some countries, initial change in the institutional setup for this debate has been observed through an improvement in the quality of the thematic agenda involving tripartite dialogue. Convention No. 122 is well connected to NEP support and is helpful in pushing forward the NEP debates. However, the reciprocal support could be reinforced to achieve a clearer understanding of the services and tools that are required to meet the conditions set out in the Convention.

### **Sustainability**

The minimum necessary conditions for sustaining the NEP formulation process are largely in place although national follow-up post-NEP approval remains weak. This is partly due to national budgetary constraints and internal government coordination issues. Tools and services for these phases within the ILO strategy have only recently been defined. NEP processes offer an opportunity to improve institutional, knowledge and capacity environments when engaging social partners in employment policy processes. Country case studies show that this is not automatic and situations can arise where specific groups end up in disadvantageous situations. More attention will need to be paid to this.

**Figure 2: Overall ratings on evaluation criteria**



## Recommendations

**Recommendation 1:** Ascertain more thoroughly the nature of national demand, including capabilities and political will to conclude an NEP process; advance NEP initiatives based on a well-informed message from senior planning officials of their intention to support an NEP process through to adoption and implementation.

### *Suggested next steps*

- Strengthen the relevance of ILO's input for and promotion of institutional setups for devising integrated employment policies.
- Integrate both the strategy alternative levels and forms of support in order to respond to constituent demand for either general advisory services on employment policies, or customized policy analysis to address specific policy issues.

**Recommendation 2:** Improve the translation of findings by integrating the assessment of labour market requirements into policy options and definitions of activities, which are expected to produce the desired changes.

### *Suggested next steps*

- Define a minimum set of macroeconomic conditions in a given country, which could be considered as favourable for employment generation, as well as an assessment of the probability that these conditions materialize or do not change importantly.
- Consider the use of a standardized tool for evaluating the scope of mutual impacts between external macroeconomic conditions, and macroeconomic and sector policies on labour markets and income in order to find a best fit in the definition of a policy mix.

**Recommendation 3:** Generate more comparative studies and use the ILO Global Knowledge Base to share policy insights on the feasible policy mixes that are tried.

*Suggested next steps*

- The debate regarding the content of national policy proposals should take full advantage of the generated knowledge. ILO (including the Institute) should expand its research on innovative policy proposals for the implementation of national employment strategies.

**Recommendation 4:** Advocate frankly and openly the vision for tripartite engagement and processes that both constituents and staff are to follow. This may help to ease tensions and reign in expectations of what the processes will deliver.

*Suggested next steps*

- Involve social partners in the initial identification of priority areas for capacity building. This would further underscore to government and international partners the need to involve the social partners from the beginning in the NEP process.
- Consider the possibility of separating the technical discussion on employment issues from the political discussion, and try to move forward with the technical debate in order not to discontinue the entire process.
- Add elements to the ILO's capacity building needs to address differences in unions' and employer groups' capacity; deliver less technical versions of research results to a wider audience.

**Recommendation 5:** Better connect the NEP with the overall policy-making processes, including budgeting, monitoring and evaluation mechanisms.

*Suggested next steps*

- Know and make use of the government planning processes generally and the poverty reduction strategy (PRS) cycle and their institutional arrangements in particular. This will involve finding new ways of working that better support nationally led processes and national priorities.
- Roll out decent work assessment tools to support better policy analysis during DWCP formulation.
- Move forward ongoing work on budget and public expenditure reviews for national governments in order to identify where resources could be made available. Document the integration of employment indicators into national development frameworks (NDFs), including those linked to Millennium Development Goal 1 (MDG 1).
- Develop guidance and step up support on national monitoring and evaluation (M&E) frameworks for NEP implementation and build tools to more directly support this important area of work.

**Recommendation 6:** Strengthen the promotion of international goals and conventions for their use in the framework of national policies.

*Suggested next steps*



- The UN has already initiated a debate regarding the definition of a global development agenda post-MDG 2015. ILO should use lessons from the NEP processes to understand in which way employment policies should be highlighted in a future global agenda and how these future messages can be delivered to countries and increase the attention currently generated through Convention No. 122 and the MDG.

**Recommendation 7:** Define a more explicit strategy for NEP support from ILO and proposals for the establishment of institutional frameworks, which allow for a follow-up after NEP approval.

*Suggested next steps*

- Try to build longer term partnerships with development partners in supported countries to secure the funding and implementation of follow-up activities after NEP adoption, and focus on the development of feasible action plans for NEP implementation.
- In order to improve ILO's effectiveness in working together with development partners, (most notably the Bretton Woods institutions), ILO should explore ways in which it might work closely, such as with the International Monetary Fund (IMF) in addressing employment as part of its Article IV consultations.

**Recommendation 8:** Consolidate the outcomes addressing employment policy within a coherent results framework for the P&B 2014–15.

*Suggested next steps*

- Introduce in the next P&B an additional target under Indicator 1.1 to capture progress within a generic employment policy formulation and implementation cycle.
- Review existing employment-focused P&B outcome indicators against the underlying work to identify possible duplication and fragmentation, which may cause inefficiencies, and review employment specialist staffing configurations in headquarters (HQ) and the regions to re-align them with national demand.
- Define a set of minimum standards regarding the scope and quality of NEP formulations and implementation stages in order to enable ILO to monitor and assess underlying efficiency differences in the NEP processes between countries.

**Recommendation 9:** Revamp the resource mobilization strategy for supporting NEPs within the context of the DWCP.

*Suggested next steps*

- The Office should explore options to reference the national development context as the basis to identify a larger Office resource basket within which different areas of technical support can be timed and financed. Multiple parts of the Office could link to these funding windows based on the priorities identified.
- The Office should provide sufficient time and resources to ensure a comprehensive national planning process that is driven by country-level consensus on priority actions.

**Recommendation 10:** Move forward on developing a comprehensive guide for ILO's joint internal teamwork processes to support the design and implementation of employment policy within the context of a broader policy cycle. This should not be

limited to promoting the processes alone but should also include the results to be achieved from the joint work, such as evidence of how the policy focus has been improved at key stages of the process.

*Suggested next steps*

- Country Programme Outcomes (CPOs) should be planned and implemented as strong elements of national employment support strategies and kept current, with well specified indicators, targets and progress reporting. Where appropriate, the DWCP should be revised to identify opportunities to support national employment policy processes in an integrated manner.
- Consider how emerging DWCP policy assessments and existing NEP guidelines could be made complementary.



# 1. Introduction

This evaluation covers the ILO's global strategy and contribution in supporting member States to improve their policies for productive employment, decent work and income opportunities from 2006 to 2011. The strategy specifically relates to how the Office will meet its obligations associated with the Strategic Policy Frameworks (SPFs) for 2006–09 and 2010-15, and corresponding Programme and Budget (P&B) implementation and outcomes linked to this area of work. Within the broader scope of ILO's objective to support more women and men to have access to productive employment, decent work and income opportunities, this evaluation reviews the targeted strategy to support member States to integrate national, sectoral and local employment policies through the development of National Employment Policies (NEPs) and inclusion of employment outcomes in national development plans and frameworks.

The principal client for the evaluation is the Governing Body (GB), which is responsible for governance-level decisions on the findings and recommendations of the evaluation. The evaluation is also to benefit ILO management and those working to support employment policies and programmes, and is to serve as a source of information for the ILO's constituents, partners and national policy-makers.

The three main objectives of the evaluation are listed below.

- Provide an account to the Governing Body regarding strategy results.
- Provide an opportunity to learn about good practices and lessons learned in the implementation of the strategy within a results-based framework (employment policy diagnostics, tripartite dialogue, discussion and definition regarding the development, use of ILO tools and guidelines for such processes, etc.).
- Provide evidence for constituents and decision-makers in charting a future direction for ILO's technical support for national employment policy development.

The evaluation's terms of reference can be found in annex 1 of this report.

## 1.1 Background

The ILO's mandate to support its member States in developing effective employment policies is embedded in the 1944 Declaration of Philadelphia, which calls on the Organization to further, among the nations of the world, programmes that will achieve full employment and raise standards of living. The Employment Policy Convention, 1964 (No. 122) subsequently created a basic obligation on member States that ratified the instrument to make an explicit formal pronouncement of their employment policy.

## 1.2 Global Employment Agenda

Since 2003 the ILO is pursuing the objectives of the Global Employment Agenda (GEA). The 2006 “Vision” document traced the path of employment strategies for implementing the GEA.<sup>4</sup> The global financial and economic crisis of 2008 rapidly evolved into a global employment crisis. The ILO’s employment objectives and strategies, which were already in place, were reinforced and given high priority treatment around the globe.

ILO’s mandate on employment policy in the era of globalization was further elaborated in the ILO Declaration on Social Justice for a Fair Globalization that was adopted at the 97th Session of the International Labour Conference (ILC). The Declaration confirms the principal mission of the ILO to put productive employment and decent work at the centre of economic and social policies to meet the challenges occurring at global, national and regional levels.<sup>5</sup>

The SPF for 2006–09 called for employment to be placed at the heart of economic and social policy, as an integral means of meeting the 2015 Millennium Development Goals (MDGs) for poverty reduction.<sup>6</sup> Implementation of the employment policy strategy was further articulated in the P&B 2006–07 based on the framework of the GEA. The strategy reflects the employment challenges faced by countries in the context of globalization, and emphasizes national capacity building related to labour market information and analysis as well as the formulation, implementation and evaluation of employment and labour market policies. Special emphasis was placed on income security, equal access to decent work for all, and tripartite social dialogue as a means of devising, implementing and evaluating strategies and policies. The strategy was reconfirmed in the P&B 2008–09 with continued emphasis on coherent policy approaches, the integration of employment policies into Poverty Reduction Strategy Papers (PRSPs), and global, regional and national partnerships with the United Nations (UN) and its specialized agencies, and international financial institutions (IFI).

In 2008, the SPF 2010–15 included the objective to place full and productive employment at the centre of economic and social policies. Furthermore, the SPF explained that inclusive and job-rich growth policies needed to be coordinated and coherent at national level, backed by public and private investments, include a gender perspective and be developed with the full engagement of the tripartite constituents.

Unprecedented increases in unemployment, underemployment and informal work exacerbated by the 2008–2009 global financial crisis, led to internationally agreed policy responses and recovery measures to mitigate the effects of the crisis on employment. In

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<sup>4</sup> ILO: *Implementation of the Global Employment Agenda: An update*, Governing Body, 297th Session, Geneva, Nov. 2006, GB.297/ESP/6.

<sup>5</sup> ILO: *ILO Declaration on Social Justice for a Fair Globalization adopted by the International Labour Conference at its Ninety-seventh Session, 10 Jun. 2008* (Geneva, 2008).

<sup>6</sup> ILO: *Strategic Policy Framework (2006–09) (and preview of the Programme and Budget proposals for 2006–07)*, Governing Body, 209th Session, Geneva, Nov. 2006, GB.291/PFA/9.

2009, the ILC adopted the Global Jobs Pact (GJP), which was endorsed by the UN Economic and Social Council (ECOSOC) in July 2010.

The GJP proposed a set of policy measures that countries could adopt to accelerate employment recovery in the post-crisis era. It called for greater emphasis on job creation by putting the aim of full and productive employment and decent work at the heart of crisis response to limit the risk of long-term unemployment. In line with the objectives of the GJP, the ILO is committed to supporting countries to assess the crisis impact on employment, and to determine options for policy response.

In 2010, the ILC report noted an increased demand from developing countries at all levels of development for Office support to formulate and review national employment policies. The formulation of NEPs is supported by knowledge development, which is based on research and analysis, policy advice and technical assistance, UN and development partnerships, tripartite social consultation and validation processes.

### **1.3 Purpose and scope of the evaluation**

This evaluation focuses primarily on work to achieve Indicator 1.1 of the SPF 2010–15, which aims to support member States to improve their policies for productive employment, decent work and income opportunities, and considers supporting work done under major areas of ILO programming.

The ILO strategy for integrating inclusive employment policies into national, sectoral and local frameworks has evolved over the past six years. The strategy evaluation covers the period of the previous SPF (2006–09) and the current SPF (2010–15) up to and including 2011. While principally focusing on these years, current and ongoing activities will also be taken into account where necessary to ensure the progressive nature of the evaluation.

Special attention is given to the quality and usefulness of technical initiatives embedded in the technical support, specifically:

- research on pro-employment macroeconomic policy frameworks;
- national development frameworks that prioritize productive employment, decent work and income opportunities within their macro analysis, and sectoral or economic stimulus strategies;
- comprehensive national employment policies and/or sector strategies, developed in consultation with social partners and endorsed by government;
- support to address employment aspects in financial crisis responses (GJP).

To achieve country-level outcomes under Indicator 1.1, ILO employment policy work is also carried out under other SPF outcomes and indicators.

The evaluation also considered complementarity policy support from the following list of ILO P&B outcome indicators:

- Indicator 1.3: “The number of Member States that, with ILO support, put in place or strengthen labour market information and analysis systems and disseminate information on national labour market trends.”
- Indicator 2.1: “Number of member States that, with ILO support, integrate skills development into sector or national development strategies.”
- Indicator 2.5: “Number of member States that, with ILO support, develop and implement policies and programmes to promote productive employment and decent work for young men and women.”
- Indicator 19.1: “Number of member States that, with ILO support, make the goal of decent work increasingly central to policy-making.”

In addition, policy innovations to extend social protection through employment schemes; employment-intensive infrastructure investment; employment-focused crisis recovery; and the qualitative dimension of employment and the transition to formality (indicators 1.4, 1.5 and 1.6) were also considered.

These activities are crucial for the achievement of Indicator 1.1 and contribute to the design process of a NEP. For example, they provide inputs for labour market diagnostics, generate new knowledge and evidence on the link between macroeconomics and employment generation, generate institutional capacities in countries for the implementation of labour market policies or provide elements for decision-making on employment policies. The availability of these inputs, and their degree of innovation and use in the processes of NEP formulation are crucial for the efficiency and effectiveness of ILO’s action in achieving Indicator 1.1

Overall, the ILO’s technical support to NEPs and Indicator 1.1 is anchored in the Country Employment Policy Unit (EMP/CEPOL) but related support work is spread across several operational units in the Employment Sector.<sup>7</sup> Advice for the definition of NEPs has also been supported by thematic work in the Policy Integration Department (INTEGRATION), including comparative country studies on policy coherence and the measurement of decent work, and by work in the Social Security Department (SOC/SEC) on social policy approaches to provide access to essential social services and income security. Country and comparative research carried out by the Institute of Labour Studies also contributes to achieving this outcome. Finally, ILO’s network of employment specialists based in the field offices provides significant support to countries.

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<sup>7</sup> These include work done in the Economic and Labour Market Analysis Department (EMP/ELM) and the Employment Policy Department (EMP/POL), other units reporting to the ED, as well as work done in the Job Creation and Enterprise Development Department (EMP/ENT) and the Skills and Employability Department (EMP/SKILLS).

The strategy evaluation goes beyond assessing the work to develop national employment policies and embedding employment within national development frameworks to also consider:

- The evolving role and relevance of the ILO's employment policy strategy within the global effort to find a solution to the global employment crisis. ILO's participation in G20 summits will be reflected.
- Evidence on how the Office has increased the coherence and effectiveness (with respect to achieving results) of its support to constituents through the "support to national employment policy frameworks" approach.
- The Office's capacities and performance in the implementation of this approach from headquarters, regional offices and field offices (in selected countries), including management arrangements and global and national partnerships involving constituents and other UN agencies, development agencies and civil society organizations.
- The results-based framework, the choice and the use of indicators, and the reviewing and reporting of progress within the P&B frameworks.
- Coordination and collaboration across the ILO and between headquarters and the field to maximize the support provided to constituents in improving national employment policies.

In order to provide evidence from the field, a number of country case studies were selected based on the following criteria: regional distribution, with Africa having two case studies to reflect the larger portion of target countries in the region; countries that were reported as having achieved the P&B indicator in at least one of the past three biennia, or in the current biennium; and the political stability of the country at the time of the evaluation. Following these selection criteria, seven country case studies have been defined and are listed below. A summary of each is available in annex 3.<sup>8</sup>

- Bosnia and Herzegovina
- Burkina Faso (desk review)
- El Salvador
- Honduras (desk review)
- India (case study as part of India DWCP evaluation, 2012)
- Malawi

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<sup>8</sup> El Salvador and India are not formally P&B targets under Indicator 1.1. However, support and processes similar to a NEP have been implemented in these countries under ILO support, and interesting evidence on employment policy debate and formulation processes can be found in these countries.

- Viet Nam.

## 1.4 Evaluation methodology

### 1.4.1 Evaluation criteria

The evaluation was based on the Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) criteria of relevance, efficiency, effectiveness and evidence of impact of ILO's support in a selection of countries and at the global level. It took stock of the scale and content of the ILO's work, including in all parts of the Office that actively support this SPF outcome in various ways. Hence, the "3 Cs" of coordination, coherence and complementarity were also taken into account. The evaluation adhered to the international evaluation norms and standards established by the United Nations Evaluation Group (UNEG). ILO evaluation principles and policies were followed throughout the evaluation process.

The evaluation was participatory. Consultations with member States, international and national representatives of trade unions and employers' organizations, ILO staff at headquarters and in the field, UN partners, and other stakeholders were carried out through interviews, meetings, focus groups, participation in workshops and electronic communication. Final versions of all evaluation documents will be the responsibility of the evaluation team.

During an inception phase, interviews were conducted at headquarters with senior officials to identify the issues to be addressed, and to fine tune the intervention logic of the strategy. The evaluation questions and methodology for field case studies were documented in an inception report by the evaluation authors.

A detailed desk review was conducted, which covered all major ILO strategy and governance documents since 2005, as well major global research and publications.

National case studies also provided information on the usefulness of technical work in member States. Cases were selected according to where the ILO has worked over a long period of time, and also where there was a need to know more about the effects of innovative work (case studies in four regions). Case studies also considered strategies and approaches at country level around the broader global and national Decent Work Agenda (DWA), and considered the roles and responsibilities of others within and outside the ILO in reinforcing the process.

The core part of the methodology consisted of gathering evidence to answer a series of evaluation questions, which in turn linked to the seven DAC evaluation criteria and the "three Cs" (see table 1 below).

For each evaluation question, several performance criteria were formulated to provide a basis for answering the question. For each, a simple scoring measurement of the performance level was also applied. The ratings were on a four-point scale consisting of:

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

Evaluation questions were answered on the basis of findings categorized under each performance criterion. The ratings attached to each performance criteria were averaged to determine an overall average for the evaluation question; however, these were not averaged to yield an overall performance measure. The ratings were included in the evaluation methodology in the spirit of data triangulation, multiple sources of evidence were used and multiple means of analysis applied to assess each performance criteria.

The evaluation criteria are summarized in table 1.

**Table 1. Evaluation criteria and definitions**

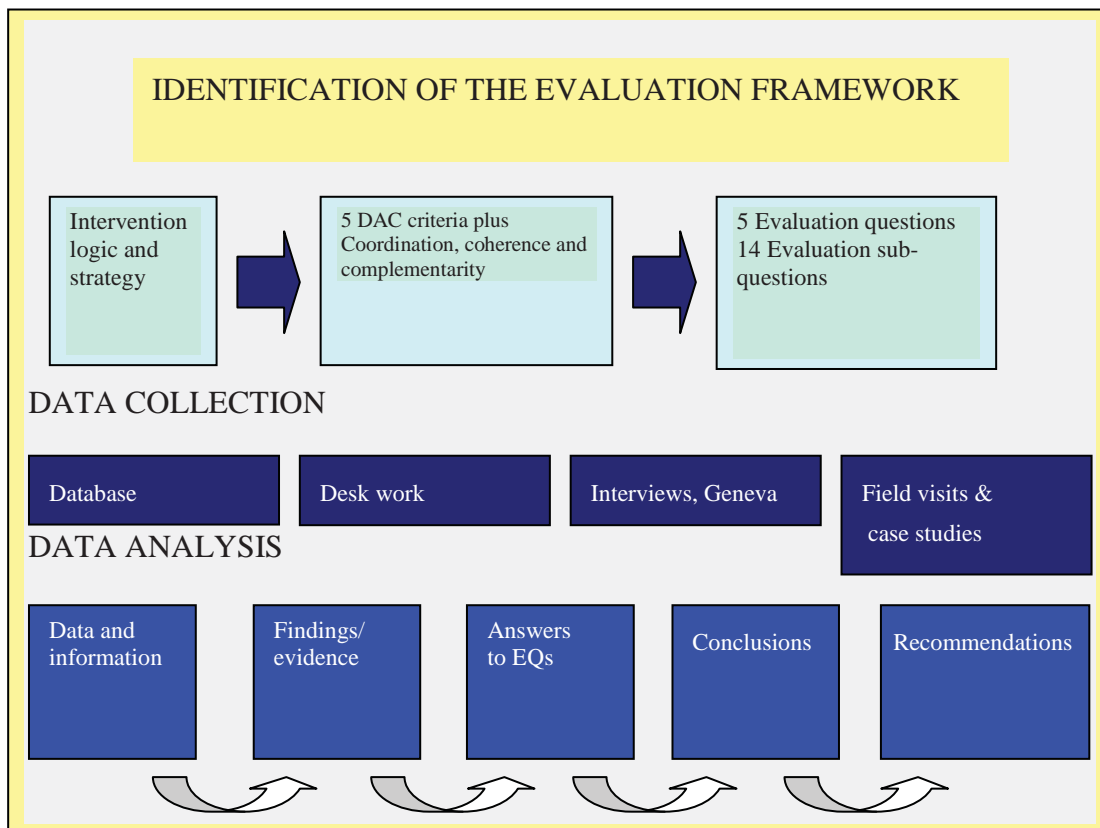
<b>Criteria</b>	<b>Definition</b>
Relevance	Relevance relates to the objectives of a development intervention as regards consistency with beneficiaries' requirements, country needs and global priorities.
Effectiveness of ILO's interventions in the field of employment policy	The extent to which the development interventions' objectives were achieved, or are expected to be achieved.
Efficiency	Measures how resources/inputs are converted into results. This is considered mainly with regard to timely implementation of ILO activity.
Impact/degree of change	Primary and secondary long-term effects produced by a development intervention, and the long-term changes in the situation that justified the intervention.
Sustainability	The continuation of benefits from an intervention after major development assistance has been completed (perennial benefits).

### **1.4.2 Evaluation questions**

The core part of the methodology consisted of five evaluation questions, which covered the DAC evaluation criteria, ILO added value and internal coordination and management. The evaluation approach and evaluation questions are summarized below.



**Figure 3: Summary of the evaluation approach**



### 1.4.3 Evaluation questions addressed in the findings section of the report

The following evaluation questions were identified through a desk review of documents and an initial scoping exercise during which key stakeholders were asked about the main aspects of performance and issues to address through the evaluation.

#### Relevance

To what extent is the ILO NEP support strategy relevant as a proposal to respond to the global and national employment policy demands (in relation to their underlying causes and challenges)?

Did ILO extend support to those countries willing and able to develop NEPs and embed employment indicators in NDFs?

Did ILO's responses align well with the demands of governments for support (timing, technical cooperation, analysis, etc.)?



To what extent has ILO a comparative advantage among other global institutions to respond to global demand for employment policy support?

### **Effectiveness**

How effective is the strategy in achieving progress towards the expected outcomes?

How effectively has the ILO applied its designated means of action?

To what extent has ILO support to countries been effective in providing an integrated policy approach to NEP processes?

To what extent are the elements (products, services, activities of different ILO departments and units) of the ILO strategy coherent, complementary and innovative, and does this demonstrate an evolving strategy?

### **Efficiency**

To what extent does the ILO strategy lend itself to efficient implementation within a results-based management approach?

#### *Sub-questions*

Evidence of efficient communication and coordination between field and HQ (timely, reliable, focus/fit and targeted on quality and delivery).

Efficient of use of resources and application of results-based management.

Evidence that adequate resources are devoted to priority actions and operational planning adequately supports national commitments.

### **Impact/degree of change**

To what extent have ILO actions had impact in the form of innovating the approach of national employment policies towards a framework focusing on the overall goal of generation of decent and productive employment, with special attention to vulnerable groups based on coordinated action from different line ministries, social partners and head institutions in the field of economic policy?

What degree of change has been achieved nationally with ILO support regarding policy, legal frameworks, and programmes and budgets regarding employment?

How has the strategy supported realization of Convention No. 122, including but not limited to ratification?

### **Sustainability**

Have ILO interventions been designed and implemented in ways that have maximized sustainability at country level?

To what extent have the ILO strategy and means of action been designed and implemented to maximize the sustainability of national policy processes, and of the results achieved by the implementation of these new policies at country level?

Are the ILO internal capacities and practices sufficient to sustain the employment policy strategy over a longer term?

#### **1.4.4 Analysis of available information**

Analytical work was based on the evaluation questions with their performance criteria and indicators as follows:

- for each evaluation question and performance criterion, the data collected were used to gauge the degree of achievement of targets specified by the indicators;
- a synthesis was made and information was grouped according to the specific indicator to which it referred.

#### **1.4.5 Limitations of the evaluation process**

The evaluation encountered the following limitations:

- The short reference period of the evaluation limited the perspective although, in general terms, interventions from 2006 were taken into consideration.
- A review of seven of the over 25 reported countries in which ILO provided significant technical support for development of national employment policies introduced the risk that generalizations may be made.
- The ongoing employment policy support activities that are delivered on a more ad hoc basis in a wide range of countries could not be fully captured in the analysis.
- Detailed analysis of complementary work done in various parts of the Office to support employment policies and national capacities within complementary programme areas could not be undertaken.

#### **1.4.6 Structure of the report**

Chapter 2 provides an overview of the programme logic and major means of action established for implementing the strategy. Chapter 3 presents the findings related to each of the evaluation questions. Chapter 4 summarizes the main conclusions of the evaluation and also presents the key recommendations for follow-up to the report. Annexes provide additional information to support transparency and evidence against which the findings, conclusions and recommendation have been made.

## 2. Design and implementation of ILO employment policy strategy

### 2.1 Problem context

This evaluation covers the period during which the world underwent a major financial crisis that in turn brought on deteriorating employment situations in many ILO member States. In many countries, deepening economic integration in the context of globalization has led to adverse effects such as growing income inequality, high levels of unemployment, growth of the informal economy and increased vulnerability to external shocks.<sup>9</sup> Productive employment has stagnated in many countries and employment creation has not kept pace with economic growth.

In the past three decades, macroeconomic policy frameworks were dominated by approaches that pursue inflation targeting, deregulation of financial markets, tightening of public spending and labour market flexibility. Driven by concerns about the fiscal costs of maintaining a large welfare state, employment outcomes have not been recognized as the core goal of macroeconomic policy. Employment concerns have not been at the centre of national development strategies. Export and foreign direct investment-driven industrialization has gained increased emphasis in the design of national development strategies while job creation has remained a residual outcome of private-sector driven economic growth.

The global financial and economic crisis of 2008 has further exacerbated the constraints on job creation and has led to significant job losses and increased pressure on real wages around the world. In 2009, the number of unemployed people increased by 34 million and worldwide unemployment reached 212 million. The crisis generated an additional 110 million people working in vulnerable conditions. By 2010, as many as 215 million workers were at risk of falling into poverty<sup>10</sup>

In 2012, after three years of economic slowdown, the world is still in a deteriorating global growth situation that is adversely affecting global labour markets. In a joint report with the OECD for the May 2012 meeting of G20 labour and employment ministers, the ILO announced a backlog of global unemployment of 200 million, an increase of nearly 14 per cent since the start of the crisis, and estimated that a minimum of 400 million new jobs would be needed in the next decade to avoid further increases in unemployment. Young people, in particular, have seen their job prospects deteriorate, both in terms of the number and quality of jobs available. Worldwide, the ILO estimates that there are 900 million

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<sup>9</sup> ILO: “ILO Declaration on Social Justice for a Fair Globalization, Director-General’s announcement”, in *IGDS* (2008, No. 36, Version 1, 13 Aug.).

<sup>10</sup> Information supplied by the International Labour Institute, 2012.

working poor living on less than US\$2 a day and that the rate of reducing working poverty has slowed markedly since 2008.<sup>11</sup>

The global crisis has disrupted the dominant consensus on employment policy and it is time to rethink previous policy paradigms. The crisis has underlined the need for a renewed commitment to the design and implementation of employment-oriented macro policies, and for the development of strategies that can achieve employment-rich growth.

The financial crisis, combined with the deteriorating employment situation, has greatly influenced the way the ILO has been called upon by countries to address their needs. This evaluation attempts to capture the extent to which the ILO has responded to these new challenges by providing support to countries in the formulation, implementation and review of national employment policies, linking these to national development plans and strategies, and promoting social dialogue on policy options and priorities.

## **2.2 Programme logic and results framework**

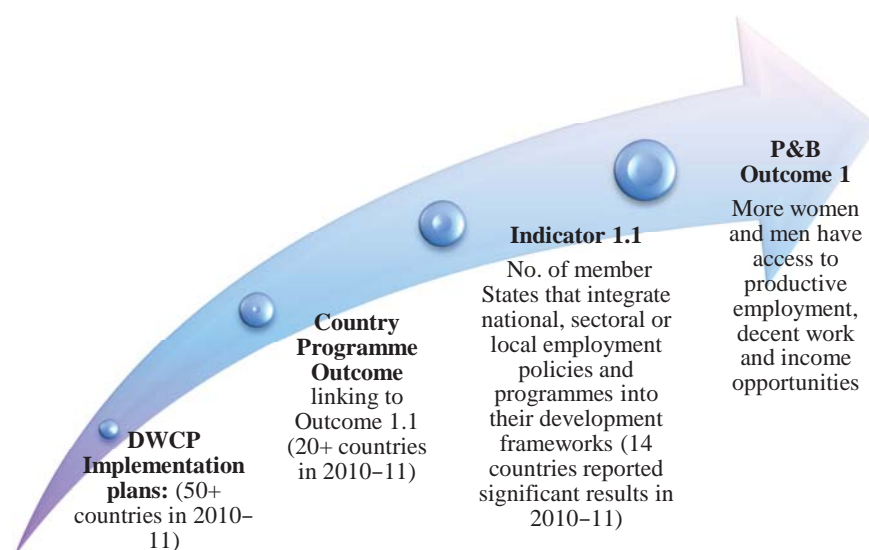
The employment policy priority area corresponds to Strategic Outcome 2a.1 of the P&B 2006–07. The main delivery vehicle for capacity building at the national level is identified as the Employment Sector contribution to the Decent Work Country Programmes (DWCPs). The ILO’s mandate on employment policy is designated in a number of governance-level documents, which have already been outlined in section 1.2. These are profiled in greater detail in annex 2 of this report.

The strategy for integrating inclusive employment policies into national, sectoral and local frameworks has been embedded in ILO’s framework since 2006 but gained specific emphasis in the P&B 2010–11. Prior to 2010, the strategy could be captured under the broad outcomes calling for employment to be placed at the centre of economic and social policies (2006–07), and for coherent policies to support economic growth, employment generation and poverty reduction (2008–09). Since 2010, the strategy has been captured under the outcome calling for enhanced access of women and men to productive employment, decent work and income opportunities. Policy measurement and reporting through a P&B indicator has been placing specific emphasis on member States to integrate national, sectoral or local employment policies and programmes into their development frameworks and to adopt NEPs through a legal national policy. See figure 4 for a visual representation of the results framework applied by the ILO to Indicator 1.1.

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<sup>11</sup> ILO/OECD: *Short-term labour market outlook and key challenges in G20 countries* (Geneva and Paris, 2012).

**Figure 4: Linking Country Programme Outcomes to P&B Outcome 1 on employment policy**



For the P&B 2010–11, the ILO employment policy support strategy incorporated technical assistance for counter-cyclical stimulus packages that prioritized employment and incomes for the most vulnerable, including better monitoring of employment situations in the informal economy. This was followed in the P&B 2012–13 with greater attention to the pro-employment macroeconomic policy frameworks, employment targeting in sectoral, green growth, local development strategies and national budgets.<sup>12</sup> Provision was included in the strategy for greater use of tools and analyses of the impact of employment policies on employment and labour, and for greater emphasis on the qualitative dimensions of employment. Also recognized were the synergies with efforts to promote demand side policies, such as employment-intensive investment, public employment guarantee schemes, and financial inclusion.

The results framework and biennial reported achievements under the ILO strategy to support development of inclusive national employment policies is shown in table 2 below.

<sup>12</sup> ILO: Director-General’s proposals for adjustments to the Programme and Budget proposals for 2012–13, Governing Body, 311<sup>th</sup> Session, Geneva, Mar. 2011, (GB.310/PFA/2/1(Rev.).

**Table 2. Employment policy outcome indicators, targets and results, 2006–11****2006–07 Biennium****Outcome 2a.1: Employment as central to economic and social policies**

<b>Indicator</b>	<b>Target</b>	<b>Result</b>
2a.1 (i) Countries improve labour market information and analysis, and formulating, implementing and evaluating employment and labour market policies, with special attention to employment and income security and equal access to decent and productive employment for all women and men.	50 countries	38 countries and two subregions (some countries recorded results in more than one area).
2a.1 (ii) ILO employment knowledge products anchor the ILO as a global knowledge centre on topics pertaining to decent and productive work. Measurement is based on the number of flagship knowledge products.	20 products	Six flagship knowledge products
2a.1 (iii) Countries use tripartite social dialogue as a means of devising, implementing and evaluating strategies and policies based on the Global Employment and Decent Work Agendas.	25 countries	18 countries

**2008–09 Biennium**

Intermediate Outcome 2a: Coherent policies support economic growth, employment generation and poverty reduction.

Immediate Outcome 2a.1: Increase constituent capacity to develop policies and policy recommendations focused on job-rich growth, productive employment, and poverty reduction.

<b>Indicator</b>	<b>Target</b>	<b>Result</b>
2a.1 (i) Number of member States that apply Global Employment Agenda-related research, tools or guidelines in an integrated way to develop employment and labour market policies.	Nine member States in the Africa region, nine member States across all other regions	13 member States in the Africa region, 15 member States and Kosovo, one territory, one subregion, across all other regions
2a.1 (ii) Number of member States that apply ILO research, tools or products to explicitly include productive employment and decent work objectives in main policy or development frameworks such as national development strategies, poverty reduction strategies and UNDAFs.	Six member States in the Africa region, 18 member States across all other regions	17 member states in the Africa region, six member States across all other regions, one territory

2a.1 (iii) Number of member States in which constituents and financial institutions apply ILO tools or products to develop policies focused on increasing access to financing among the working poor, youth, women, or micro and small enterprises.

Five member States in the Africa region, five member States across all other Regions

19 member States in the Africa region, 25 member States across all other regions

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### 2010–11 Biennium

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Outcome 1: More women and men have access to productive employment, decent work and income opportunities.

Indicator	Target	Result
1.1 Number of member States that, with ILO support, integrate national, sectoral or local employment policies and programmes into their development frameworks.	Eight member States	10 member States

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### 2012–13 Biennium

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Outcome 1: More women and men have access to productive employment, decent work and income opportunities

Indicator	Target	Result*
1.1 Number of member States that, with ILO support, integrate national, sectoral or local employment policies and programmes into their development frameworks.	14 member States **	(not available)

\* Programme Implementation Report (PIR) is to be presented by March 2014.

\*\* Of which six in Africa, three in the Americas, one in the Arab States, two in Asia and two in Europe.

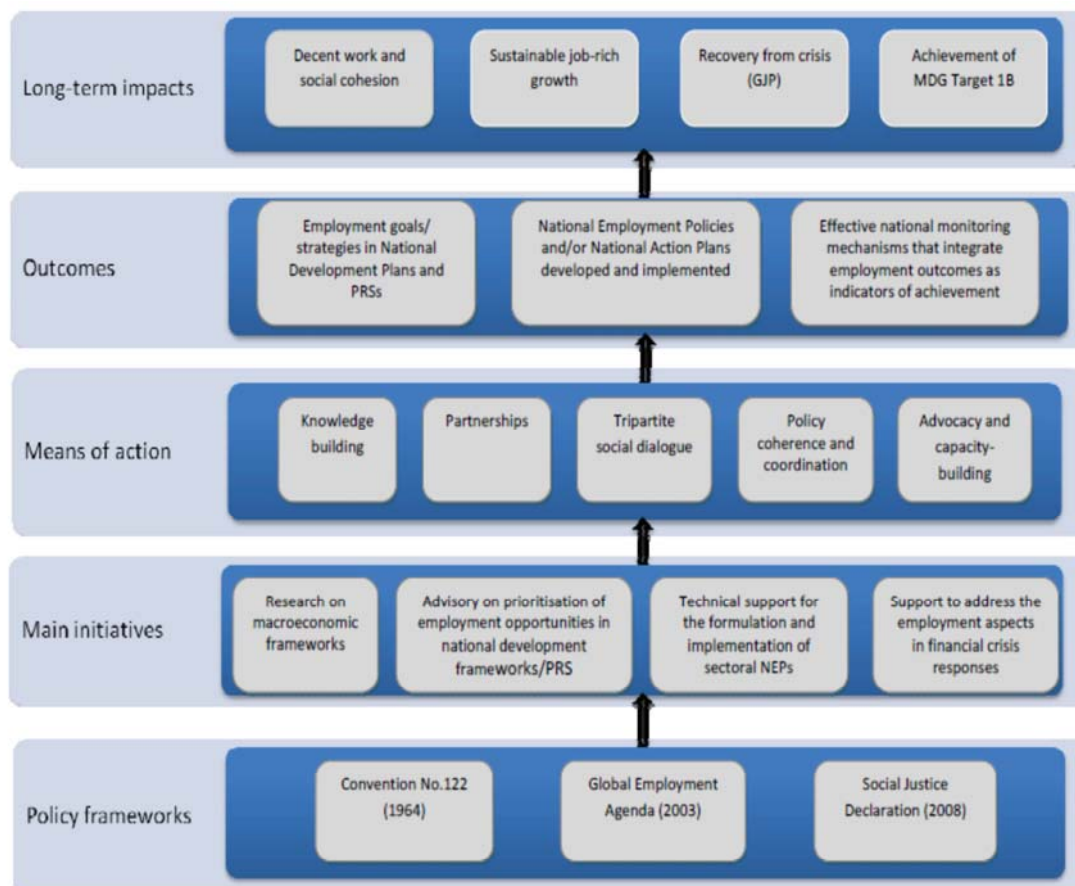
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## 2.3 Implementation approach

The overall logic of the ILO's intervention strategy to support member States in developing integrated and inclusive employment policies is illustrated in figure 5 below. This model was developed by the evaluators to illustrate their understanding of the context, interventions, expected results and longer term impacts of the ILO's results-focused strategy. Building from the governance-level frameworks, the strategy aims to better understand the macroeconomic and employment policy situations in countries; advocating on prioritization of employment opportunities in national development frameworks; technical support for formulation and implementation of NEPs; and support to address the employment aspects in financial crisis responses.



**Figure 5: ILO intervention strategy for support for inclusive employment policies**



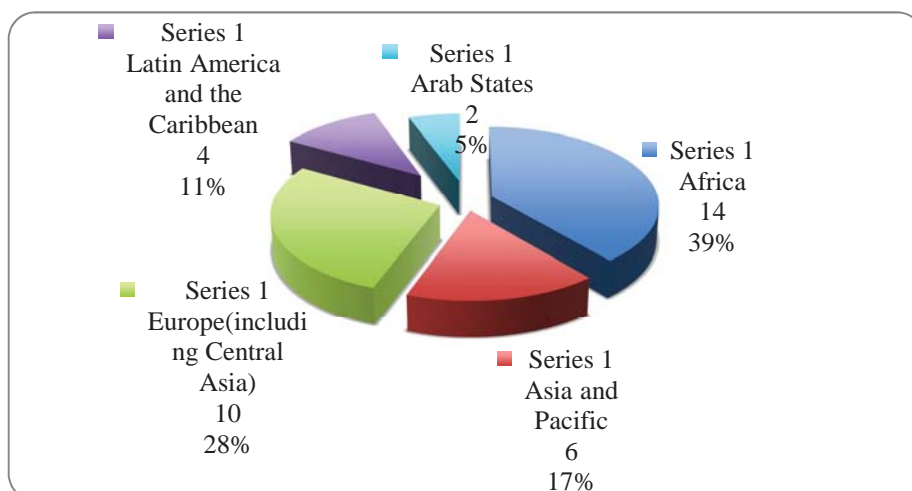
For the 2010–11 Biennium, 54 Country Programme Outcomes (CPOs) were linked to Outcome Indicator 1.1, 28 of which were in Africa, 10 in Americas, four in the Arab States, five in Asia and the Pacific, and seven in Europe and Central Asia.<sup>13</sup> The regional distribution of country employment policy outcomes is illustrated in figure 6. From 2010–11 to 2012–13 there was a 13 per cent increase in the number of CPOs linked to Outcome Indicator 1.1 (from 54 to 65). This suggests a rise in demand for ILO’s support from member States to integrate employment policies into their development frameworks.

The high incidence of CPOs in Africa also in part reflects the regional importance placed on employment policy as part of the Regional Decent Work Strategy 2007–15.

<sup>13</sup> Among the 54 CPOs, 18 were classified as *target*, 34 as *pipeline* and two as *maintenance*.



**Figure 6: Distribution of CPOs by region for the 2010–11 biennium**



Source: ILO. 2012. *Programme Implementation Report* (Geneva).

**Table 3. Countries reported in PIRs of 2006–07, 2008–09 and 2010–11**

		P&B outcome indicators					
		2006–07		2008–09		2010–11	2012–13*
Regions	Countries	Target 2a1.i	Target 2a1.iii	Target 2a1.i	Target 2a1.ii	Target 1.1	Target
Africa	Benin						X
	Burkina Faso		X	X	X		X
	Burundi				X		
	Cambodia		X	X			X
	Cameroon			X	X	X	
	Comoros						X
	Cote d'Ivoire						X
	Democratic Republic of Congo			X	X		X
	Ecowas**			X	X		
	Egypt		X	X			X
	Ethiopia			X	X		X
	Gabon				X	X	

Americas	Gambia	x	x		x		
	Lesotho	x		x	x		x
	Liberia	x	x	x	x		x
	Madagascar		x	x	x		
	Malawi				x	x	x
	Mali				x		x
	Mauritius			x	x	x	x
	Morocco			x			
	Mozambique				x		
	Namibia						x
	Niger		x	x			
	Nigeria			x	x		x
	Rwanda				x		
	Seychelles						x
	Sierra-Leone				x		
	Sudan						x
	Tanzania, United Republic of	x	x	x	x		
	Togo			x			
	Uganda			x			
	Zambia	x			x		
	Zimbabwe				x		
	Argentina	x					
	Chile			x			x
	Costa Rica	x	x	x			
Honduras	x	x		x			
Mexico			x			x	
Nicaragua	x	x	x				
Paraguay			x	x			
Peru			x				
Uruguay			x				
Arab states	Arab States subregion	x		x			
	Iraq				x	x	
	Jordan	x	x	x		x	
	Oman	x					
	Palestinian territories			x	x		

Asia and Pacific	Syria	x				
	Yemen	x	x	x		
	Afghanistan				x	
	China, People's Republic of	x		x		x
	India	x		x		x
	Indonesia				x	x
	Kazakhstan		x			
	Mongolia	x				
	Nepal	x				x
	Pakistan			x		
	Sri Lanka					x
	Timor-Leste				x	
	Viet Nam	x				x
						x
	Europe and Central Asia	Albania	x	x		
Bosnia and Herzegovina		x	x	x		x
Kosovo				x		
Macedonia		x	x			
Montenegro		x	x	x		
Serbia		x		x		
Russian Federation						x

\* = Target countries for the 2012–13 Biennium (as of March, 2012); \*\* = Economic Community of West African States.

Sources: Programme Implementation Reports for 2006–07, 2008–09 and 2010–11; P&B 2012–13; IRIS Strategic Management System.

## 2.4 Means of action

The strategy initiatives rely on knowledge building, partnerships, tripartite social dialogue, policy coherence and coordination, and advocacy and capacity building as the primary means of action to support member States. Interim results at country level are meaningful goals and strategies to promote employment are embedded in national development plans and frameworks, and/or NEPs, and national action plans are developed and implemented, and effective national monitoring mechanisms are developed that integrate employment outcomes as indicators of achievement.

### 2.4.1 Knowledge building

The ILO undertakes knowledge building work on “macroeconomic policy framework and employment” to raise awareness and advocate pro-employment macroeconomic policies, to identify the existing constraints in macroeconomic policy instruments that hinder

employment creation, and to recommend to countries a way forward for job-rich growth. The work has mainly focused on country-level studies analysing the link between macroeconomic policy and employment.

In response to growing demand from countries for ILO assistance in the analysis of job potential at sector level, the **Employment Policy Department (EMP/POL)** has developed methods for sector analysis. The work aims to assist country policy-makers to determine priorities and targets for sectors with job creation potential and to formulate employment-oriented sector policies.<sup>14</sup> Methodologies used, such as input-output models, seek to identify employment multipliers for sectors and the value of sectors' employment creation to the rest of the economy.

The ILO launched a **Global Knowledge Base on Employment** as an instrument to manage knowledge and employment policy.<sup>15</sup> It is a database-driven website that aims to compile timely, reliable and relevant information on employment policies. It aims to facilitate timely and thematic analyses across countries and regions, and the exchange of information and good practices, providing an institutional memory, which ensures continuing knowledge building and management on employment policy. The functionalities of knowledge base are described as:

...to present information on national employment policies and national development plans in a comparative format to facilitate research and analysis (i) by individual country, across countries/regions or globally, (ii) analysis by thematic issues, and (iii) trend analysis (how NEP and NDP evolved over time in a given country).<sup>16</sup>

Currently, the electronic library function is available to ILO officials and so far 50 documents covering 25 countries have been analysed according to the specific template based on the GEA.

## **2.4.2 Tripartite social dialogue**

Since 2001, ILO has been engaged in supporting the integration of employment into national development frameworks' poverty reduction strategies (PRSs) through the systematic participation of constituents in national planning processes. Country priorities and strategies are reviewed through the promotion of tripartite dialogue with a view to enhancing the content of employment development strategies, economic policies and investments. The initiatives include seminars and learning events, advisory missions and activities to secure collaboration between ministries of employment, and ministries of economy and finance. The events aim to provide participants with an opportunity to share good practices amongst country practitioners and to learn from the latest development trends and tools, exchange views and new perspectives, and discuss the way forward.

## **Policy development, coherence and coordination**

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<sup>14</sup> Sector Analysis and Employment Policy Department CEPOL (2009), personal communication.

<sup>15</sup> EMP/CEPOL's contribution to the Employment Policy Department's P&B draft report, 2012.

<sup>16</sup> Ibid.

In response to requests from constituents, EMP/CEPOL, in collaboration with field and technical units, provides technical assistance for the formulation and review of NEPs.<sup>17</sup> Formulation of NEPs is supported through policy advice, analytical research and technical assistance, and organization of tripartite workshops.

In preparation for the NEP, the country sets up an internal policy coordination mechanism, such as a steering committee, with social partners expected to join in the institutional coordination.

The ILO supports public expenditure reviews (PERs) focused on employment which assess the past and future performance of resource allocation and service delivery linked to national employment targets. These are frequently used to inform the Budget Guidelines and Medium Term Expenditure Framework (MTEF) process.<sup>18</sup> The objective is to determine how to maximize productive job potential by using public resources in sector plans, programmes and strategies.

The ILO seeks to promote gender mainstreaming in national employment policies by assisting constituents in adopting measures to maintain equal opportunities for men and women. The global-level “*Guidelines on gender in employment policies*” was developed in 2009. At the country level, ILO provides country-specific assistance to governments and develops country-specific guidelines.

### **2.4.3 Advocacy and capacity building**

During 2010–11, the ILO developed a new employment policy training course at the Turin Centre. The aim of the course is to offer guidance to constituents to review, formulate and implement integrated, coherent and coordinated NEPs.<sup>19</sup> The course comprises lectures and practical exercises on employment policy processes, tools and substantive employment policy issues. Sessions are supported by a number of ILO technical units. It primarily targets senior employment specialists at ministries, employers’ and workers’ organizations, and other relevant stakeholders.

The ILO has developed a university course on labour market information analysis (LMIA) for young economists, which is integrated into the final year of universities’ Master’s programmes. According to EMP/CEPOL’s draft report for the P&B, the course and supporting material is available in a CDROM in French, and a group of constituents attended the course at the International Training Centre in Turin.<sup>20</sup>

At the 306th Session of the Governing Body in November 2009, an ILO Action Plan was adopted to promote the ratification of conventions on employment policy, labour

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<sup>17</sup> EMP/CEPOL website, 2012, [www.ilo.org/emppolicy/units/country-employment-policy-unit-empcepol/lang--en/index.htm](http://www.ilo.org/emppolicy/units/country-employment-policy-unit-empcepol/lang--en/index.htm) [accessed 22 Sep. 2012].

<sup>18</sup> ILO: *Efficient growth, employment and decent work in Africa: Time for a new vision* (Geneva, Employment Sector, 2011).

<sup>19</sup> Ibid.

<sup>20</sup> EMP/CEPOL’s contribution to the Employment Policy Department’s P&B draft report, 2012.

inspection and tripartite consultations (which covers the SPF 2010–2015). As a follow-up action to the ILO Action Plan, the International Labour Standards Department (NORMES) and EMP/POL developed and started implementing a campaign to promote the ratification and effective implementation of the Employment Policy Convention, 1964 (No.122).<sup>21</sup> During the 2010–11 biennium, EMP/POL, in cooperation with NORMES, planned to provide technical support with the aim of: “undertaking the new capacity-building campaign for expanded ratification, effective implementation and enhanced reporting on Convention No. 122 in line with the Resolution concerning the recurrent discussion on employment, adopted on 16 June 2010 at the 99th Session of ILC.”<sup>22</sup> A training module on Employment Policies and International Labour Standards was developed to contribute to the ratification and effective application of the Convention. The overall objective of the module is to increase ILO constituents’ awareness of Convention No. 122 and their capacity to ratify and apply it.<sup>23</sup>

## 2.5 Employment network

Core human resources dedicated to the implementation of the strategy are currently composed of EMP/CEPOL headquarters staff and employment policy specialists in the regions, nearly all of who are based in Decent Work Teams. These positions are funded through regular budget or Programme Support Income (PSI). Additional capacities are brought in through time-bound technical cooperation projects. Table 4 below provides the distribution of core staff positions (field employment specialists) by region for the last biennium.

**Table 4. Employment policy core specialist positions in the field according to the regular approved budget 2010–11**

Region	Number of core positions	DWT	Field employment specialists
Americas	8	San Jose	Mauricio Dierckxsens
		Port of Spain	Reynold Simons
		Lima	Francisco Verdera <sup>24</sup>
		Santiago de Chile	Gerhard Reinecke, (Andres Marinakis)
		Buenos Aires	Fabio Bertranou
		Brasilia	Janine Berg <sup>25</sup>
Europe	2	Mexico	Regina Galhardi
		Budapest	Natalia Popova

<sup>21</sup> Ibid.

<sup>22</sup> ILO: *Training module on Employment Policies and International Labour Standards* (Turin, Sep. 2011), p. 2.

<sup>23</sup> Ibid.

<sup>24</sup> Retired end 2011.

<sup>25</sup> Replaced by Anne Posthuma in January 2012.

		Moscow	Olga Koualeva
Arab States	1	Beirut	Zafiris Tzannatos
		Cairo	Dorothea Schmidt
Africa	4	Dakar	Dramane Haidara
		Yaoundé	Jean Ndenzako
		Pretoria	Michael Mwasikakata
		Bangkok	Sukti Dasgupta, (Kee Beom Kim)
Asia	4	New Delhi	Sher Verick
		Jakarta	–
<b>Total</b>	<b>19</b>		

... = nil.

Source: EMP/POL.

## 2.6 Evaluability of the strategy

The evaluation's potential to effectively assess strategy performance and results depends to a great extent on the minimum RBM practices and information needed in order for results to be measured, as well as an understanding of the process by which they are generated.

The initial check of the programme logic and results framework aligned closely with the mandate set out by ILO governance documents. The paper trail for documentation of this was considered more than adequate for the evaluation. The specificity and measurability of high-level indicators was considered relatively weak by the evaluators, although additional information sources provided detail on changes that would be expected to take place. The generation of baseline information that could be compared to the situation at later stages was largely text-based and required validation and interpretation by the evaluators. As discussed in the report, some ambiguity existed for countries reporting significant results during more than one biennium under the same indicator. With regard to results targets, the criteria to be applied for qualifying as significant results were considered broad. While some breadth is required to accommodate the diversity of country situations, the outcome-based workplan (OBW) system could have provided greater detail on what was being counted.

In terms of risk management, the initial scoping exercise confirmed that practices were in place to address risks associated with implementing the strategy. Finally, the evaluators found scarce information at country level on how national employment policies were being budgeted and applied, and the ways in which governments were monitoring their performance. This impeded somewhat the analysis of impact as pointed out in the sections discussing this evaluation criterion.

### **3. Answers to evaluation questions**

This chapter presents the answers to the evaluation questions based on a range of evidence-based findings derived from analysis of the information collected for the respective performance criteria set for this evaluation.

After outlining the approach to each evaluation question, the evaluators' major findings are presented. The answer to the question explains how well the performance criteria were fulfilled, provides any additional explanation, and concludes with a summary performance box and rating.

#### **3.1 Relevance, responsiveness of ILO**

**To what extent is the ILO NEP support strategy relevant as a proposal to respond to the global and national employment policy demands, in relation to their underlying causes and challenges?**

The relevance of ILO's NEP support strategy partially depends on how well the organization responds to global and national employment policy needs and demands, in relation to their underlying causes and challenges. This evaluation considers three aspects: the selection of countries to be supported for formulation of NEP frameworks; the alignment of ILO services, products and other outputs with countries' demands, and expectations; and ILO's comparative advantage among other global institutions to respond to global demand for employment policy support.

The analysis for determining the relevance of ILO's NEP support strategy is based on the following sub-questions.

- (i) To what extent has ILO a comparative advantage among other global institutions to respond to global demand for employment policy support?
- (ii) Did ILO extend support to those countries willing and able to develop NEPs and embed employment indicators in NDFs?
- (iii) Did ILO's responses align well with the demands of governments for support (timing, technical cooperation, analysis, etc.)?

##### **3.1.1 Findings related to the evaluation sub-questions**

- (i) **To what extent has the ILO a comparative advantage among other global institutions in responding to global demand for employment policy support?**



The evaluation credits the ILO with clearly advancing global awareness of the issues and appreciation of the types of interventions at policy level with the potential to tackle the employment problems countries are facing. At country level, the ILO's knowledge base and high quality work is seen as contributing to UN and international financial institutions (IFIs) policy discussions. A confluence of factors has limited ILO's influence in shaping their policy positions at country level.

The relevance of the ILO within the global effort to support inclusive national employment promotion through integrated policy approaches can be assessed through consideration of several factors. One is the recognition being given to the ILO as a source of expertise on how to address the employment challenge through effective policies. The evaluation team found an impressive body of work carried out by the ILO, particularly since 2008, to raise global awareness of the magnitude of the growing employment problem; the need for pro-poor employment policies to alleviate the effects of the global financial crisis; and for employment-inclusive growth strategies as part of the recovery policies.

As evidenced through the range of topical studies, briefing papers, workshop proceedings and bulletins, the ILO has gained the attention and respect of the G20 for advisory support at a global level and joint action within selected countries. Though this work is not specifically geared towards the development of national employment policies, it has raised demand for the ILO's expertise in a range of low- and middle- income countries affected by the crisis.

At country level, within UN Development Assistance Frameworks (UNDAFs), the ILO was found to be regarded as the lead agency for supporting national employment policies, and considered by most case country UN partners, the only agency capable of offering this kind of technical advice. Despite this recognition, within the case countries only a few UNDAFs were found to explicitly profile the ILO's employment policy diagnostic and formulation work and to allocate resources for such work. An example of this is the case of Viet Nam, where UN One Fund resources were made available for the ILO and UN Resident Coordinator Office to work together on social-economic policy analysis to support the development of the national socio-economic strategy for 2011–20.

The ILO has gained acceptance to lead various employment policy initiatives within UNDAFs in most of the case countries reviewed for this evaluation, and has pro-actively engaged in interagency dialogue. Yet to capitalize fully on its comparative advantage, it would also need to advise on coordinating the overall mix of policy advice, institutional support, technical cooperation, and to integrate social dialogue throughout. For reasons that may have more to do with the way UNDAFs are developed and resourced (UN agency-level technical operations overlap in the area of employment promotion, often fragmenting the link between policy and operations), the policy elements being supported by ILO are often not at the centre of UNDAF approaches to operationally support national employment.

Among IFIs, particularly at country level, the evidence base is thinner for IFIs embracing the employment policy approaches being forwarded by the ILO. Overall, IFI feedback has credited the ILO with effectively documenting alternative policy scenarios that enrich the national policy formulation debate. Governments have strongly echoed this sentiment, emphasizing their added confidence in the ILO as a largely neutral policy adviser and transparent partner.

However, differences in policy priorities within governments and across development agencies make it inevitable that alternative policy mixes are likely to result. In Viet Nam, despite widespread appreciation of the soundness of the ILO's research and position papers, concerns remained among some members of government and IFIs that pro-poor employment policy approaches and targets contained in the NEP could adversely affect macroeconomic growth and financial stability due to rising public expenditures. Nevertheless, the evaluation gathered very positive feedback on the quality and relevancy of policy analysis being carried out by the ILO.

(ii) **Did the ILO extend support to those countries willing and able to develop NEPs and embed employment indicators in NDFs?**

The ILO selects countries for NEP support following requests from constituents. These are reviewed to determine the most appropriate and viable support to offer. Most, but not, all assisted countries completed a NEP formulation process successfully. Risks of failure are mostly driven by political circumstances and cannot be controlled by the ILO. In some cases, initial efforts did pay off eventually once political constraints improved. Several stalled NEP processes have been resumed successfully after an improvement in political conditions.

The ILO selects countries for NEP support from among those who request this kind of support as part of a larger national planning process. This expression of interest is implicitly understood as the willingness and ability to develop, adopt and implement a NEP. Informally, the ILO's familiarity with the political situation and level of preparedness of the country to make use of ILO technical support are the main criteria for the initial decision to offer support.

Of the roughly 50 countries that have requested and received some level of support related to NEP development since 2008, roughly half have been selected for more comprehensive support that may stretch over several years. For these, the ILO must secure the technical staff and non-staff resources to support such an initiative, which the evaluators estimate as involving non-staff resources of \$300,000 plus an estimated six months of technical staff time. Due to resource constraints, the ILO cannot, therefore, respond to all requests for larger packages of support. The evaluators find the process for short listing and targeting countries adequately prioritizes the relevance of its support at country level.

The evaluators have gathered evidence through case studies and interviews suggesting that the tripartite constituents in those countries targeted for more intensive assistance were in fact willing and able to go through a NEP process successfully. However, there are cases as well, such as in El Salvador, Honduras and India, where NEP formulation processes started but later stalled, mostly because of a change in the political environment or lack of political and tripartite consensus, without which the conclusion of NEP processes becomes largely infeasible. Additionally, recent experience (early 2012) from Honduras and India shows that a discontinued policy dialogue can be resumed successfully once the political context improves.

These findings suggest that NEP processes undergo some level of political risk, which cannot be controlled by the ILO. The degree to which governments and social partners have engaged in the policy development process strongly suggests ILO's responsiveness to national demand and commitment. Several case studies also suggest that some governments, particularly at levels above the line ministries, during the early planning stages were not clear on the ILO's expectations and what would be required from their side.

(iii) **Did ILO's responses align well with the demands of governments for support (timing, technical cooperation, analysis, etc.)?**

The ILO's responses to the countries were catalytic with regard to getting the NEP process launched, and relevant for providing orientation on the concepts and approaches to take. Responses were well timed in terms of the duration of NEP formulation processes but not always well timed in terms of coordination with NDF formulation processes.

Situational assessments, and labour market and policy analyses are usually the first steps in a NEP process. Sound and innovative analysis should point to the need for a new conceptual employment policy approach. It should focus on measures to address both the demand and supply side for employment within the framework of broad national development plans and policy agendas concentrating on the growth and employment nexus, and including consideration of macroeconomic conditions.

ILO's support to NEP and national development framework (NDF) discussion processes was well timed in most of the countries reviewed. In the vast majority of case studies, the ILO raised awareness and interest in time for diagnostic and policy formulation to coincide with broader national development policy planning processes. Critical to this support were the resources necessary to launch initial diagnostics and support the policy dialogue processes throughout the formulation stage. The case studies showed various examples of ILO resourcefulness in combining know-how and resources to support an effective launch of initiatives.

The evaluators note that, for NEP processes, ILO support frequently triggered (Burkina Faso, El Salvador, Malawi, Viet Nam) a better understanding of how a well-designed set of

employment policies could address the need for economic growth and be matched with employment growth and poverty reduction.

A second element of the relevance of timing concerns the timely proximity of the NEP and NDF discussion processes. The need to have NEP formulation outcomes ready as an input to the NDF processes is crucial to enable employment issues and indicators to be inserted into NDF frameworks. This has been achieved in Bosnia and Herzegovina, Burkina Faso, Malawi, Viet Nam and but not yet in El Salvador and India.

In summary, the ILO's response to the countries was catalytic with regard to getting the NEP process off the ground, and relevant for providing orientation regarding concepts and approaches to take.

### **3.1.2 Evaluation ratings of Relevance**

Sub-question 1: 4 (Very satisfactory)

Sub-question 2: 3 (Satisfactory)

Sub-question 3: 3 (Satisfactory)

Overall rating: 3 (Satisfactory)

#### **Box 1**

##### **Overall summary of relevance**

The ILO's NEP strategy has so far proved to be highly relevant to supported countries and for the Office regarding the strong alignment between country needs and ILO responses in terms of thematic issues, learning processes, capacity building, policy innovation and a strengthened social dialogue. The Office has been able to select countries, which were willing to develop NEPs but has limited influence on the final policy mix decided by governments. The work with G20, UN and individual IFIs has significantly raised visibility and given voice to decent employment as an engine for growth. Demands from countries have been met satisfactorily and policy-makers' preference for using tools and guidelines has been met over time through increased availability of new tools and guidelines. The ILO's support of NEPs has so far been highly relevant for implementing the ILO Declaration on Social Justice for a Fair Globalization and 2010 ILC mandates.

## **3.2 Effectiveness**

### **How effective is the strategy in achieving progress towards the expected outcomes?**

This section summarizes the findings on how effectively ILO's approach has been in generating the desired national policy initiatives. As a starting point, the evaluation first considers whether and how well the ILO applied its designated means of action. This

question refers to broader aspects of NEP processes. The analysis then summarizes evidence regarding the ILO's effectiveness in achieving an integrated policy approach in the NEP process. The evaluators have looked at the coherence and complementarity of ILO products and services, and whether the support has specifically addressed national political development situations as well as the specific needs of social partners.

The analysis for determining the effectiveness of ILO's NEP support strategy is based on the following sub-questions.

- (i) How effectively has the ILO applied its designated means of action?
- (ii) To what extent has ILO support to countries been effective in providing an integrated policy approach to NEP process?
- (iii) To what extent are the elements (products, services, activities of different ILO departments and units) of the ILO strategy coherent, complementary and innovative, and does this demonstrate an evolving strategy?

### **3.2.1 Findings related to the evaluation sub-questions**

#### **(i) How effectively has the ILO applied its designated means of action?**

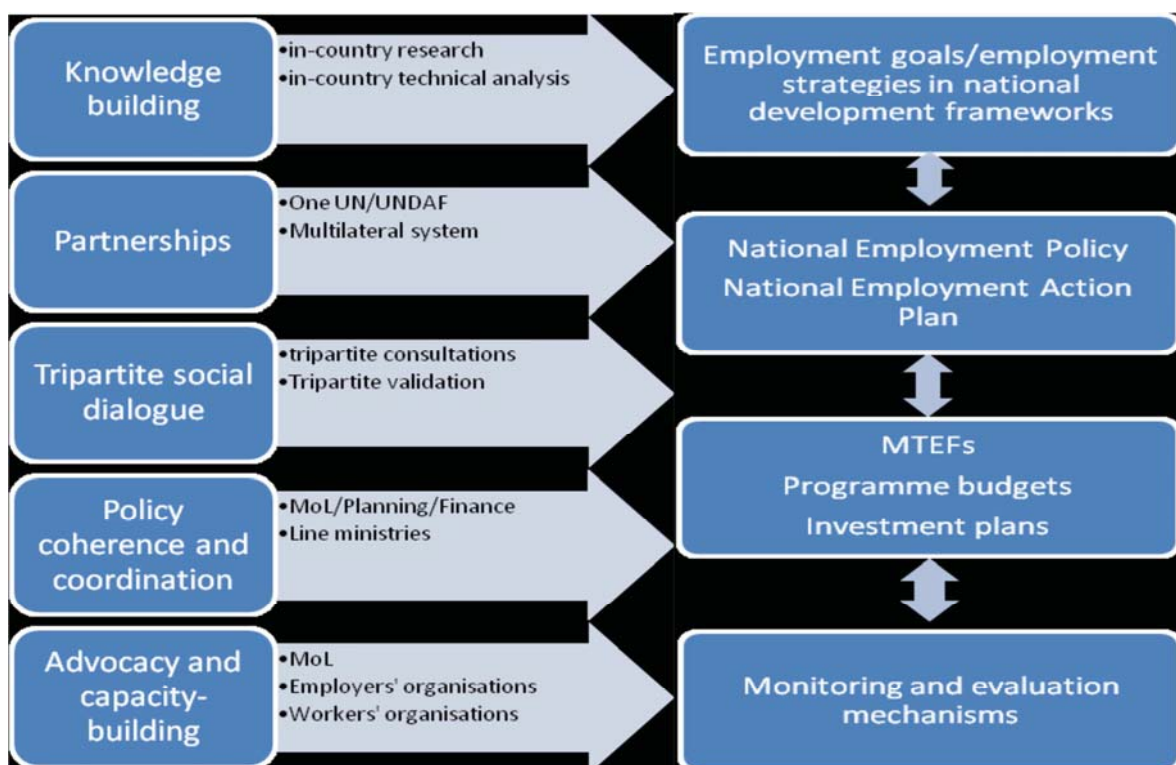
Means of action have in general been applied effectively to move forward NEP processes through their formulation phase but not implementation. Not all means have been developed to their full potential. More and different knowledge, advocacy, capacity, dialogue and coordination will be required to support the NEPs' implementation processes.

Regarding the formulation and approval stage of NEPs, knowledge building has been catalytic for getting national NEP formulation processes started. Advocacy for new employment policy approaches was frequently based on knowledge building and has been important for the establishment of partnerships with national institutions and stakeholders. Partnerships with development partners are informal and largely based on collaboration. Tripartite social dialogue has been effective, with strengthened social partners and frequently improved quality of social dialogue beyond the traditional tripartite agenda.

Policy coherence was achieved at a policy discussion level. This is not yet sufficient for policy coherence and coordination during NEP implementation stages. The institutional setups for implementation have been frequent bottlenecks in the process. Additional knowledge and capacity building efforts, and social dialogue, are required for reinforcing NEP implementation phases.

The EMP/CEPOL draft guidelines for support to employment policy processes list as means of action: knowledge building, partnerships, tripartite social dialogue, policy coherence and advocacy/capacity building. The overall logic behind this mix is profiled in figure 7 below.

**Figure 7: ILO support to employment policy processes across the world**



Source: EMP/CEPOL draft guidelines, 2012.

### ***Knowledge building***

The ILO implements knowledge building at national and global levels. Knowledge on the status quo of the employment situation, of employment and labour market data, and of the policies being implemented, is recognized by the NEP draft guidelines as the basis for decision-making, and as a vehicle for strengthening and intensifying social dialogue for NEP processes. Under the NEP framework, ILO promotes additional research and thematic analysis of 13 different employment-related items.<sup>26</sup> Additionally, knowledge generation on existing sector programmes, institutional frameworks and available financial resources for employment is being promoted and implemented.

Among the six different means of action considered by EMP/CEPOL for NEP strategies, knowledge building has received a wide range of attention from ILO HQ and in the field. This is natural considering the importance of knowledge building as an input to NEP

<sup>26</sup> Relationship between economic growth, productive employment and poverty reduction; pro-employment macroeconomic frameworks; sectoral policies, including industrial policies; financial policies; trade policies and regional integration; labour mobility and migration for employment; labour market regulations; skills, employability and technology; informal economy: transition to formality; youth; gender; vulnerable groups and labour market discrimination; green jobs.



processes. The ILO dedicates 32 per cent of the content of the NEP guidelines to knowledge building.<sup>27</sup>

As reported by EMP/CEPOL, support to the ILO's pro-employment development and growth framework through global-level research includes the following:

- Commissioned and completed 11 country studies (three in Africa, two in Asia, three in the Americas, two in the Arab States, one in Central Asia and Europe) focusing on the extent to which the prevailing macroeconomic framework at the country level (monetary policy, fiscal policy, exchange rate regimes and capital account management) helps or hinders durable and productive employment creation.
- Seven released as working papers, the balance scheduled for release by this year (2012).<sup>28</sup>
- Selected country studies to be published as an edited volume in early 2013.
- Completed three thematic papers (inflation targeting and growth, fiscal consolidation and growth and evaluation of 50 IMF Article IV consultations with respect to MDG1b, poverty reduction and social protection floor).

In line with this national-level priority, ILO implemented or supported extensive knowledge building activities in the case-study countries considered for this evaluation.<sup>29</sup>

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<sup>27</sup> Challenges 17 per cent (of all NEP draft guidelines pages); NEP process 14 per cent; knowledge building 32 per cent; formulation phase 14 per cent; implementation 23 per cent.

<sup>28</sup> EMP/POL has generated 29 per cent of the *Employment Sector Working Papers* disseminated between 2008 and June 2012.

<sup>29</sup> **Bosnia and Herzegovina:** Employment and Labour Market Dynamics in Bosnia and Herzegovina, June 2010; A comparative overview of informal employment in Albania, Bosnia and Herzegovina, Moldova and Montenegro, Budapest: ILO, 2010; Employment Policy Review: Bosnia and Herzegovina, ILO and Council of Europe, 2007–2008.

**Burkina Faso:**

Ministère de la Jeunesse et de l'emploi : Tendances de l'emploi et de la pauvreté au Burkina Faso; Analyse à partir des indicateurs clés de la politique nationale de l'emploi, 1998–2007 (Ouagadougou, Feb. 2010).

M. Ouattara. Intégration des questions genre dans la politique de l'emploi et son plan d'action au Burkina Faso. Background study for the NEP policy debate (Ouagadougou, 2007), unpublished. Available in the ILO NEP database.

**India:**

A. Bhaduri: "Growth and employment in the era of globalization: some lessons from the Indian experience", in *ILO Asia-Pacific Working Paper Series* (2008).

G.K. Chadha. "Employment and poverty in rural India: Which way to go?", in *ILO Asia-Pacific Working Paper Series* (2008).

E. D'Souza: "Labour market institutions in India: their impact on growth and employment", in *ILO Asia-Pacific Working Paper Series* (2008).

D.K. Das: "Trade liberalization, employment, labour productivity, and real wages: a study of the organized manufacturing industry in India in the 1980s and 1990s", in *ILO Asia-Pacific Working Paper Series* (2008).

ILO: "Labour market regulation and economic performance: a critical review of arguments and some plausible lessons for India", in *Economic and Labour Market Paper* (2008, No. 1).

A. Mitra: "The Indian labour market: an overview, in *ILO Asia-Pacific Working Paper Series* (2008).

Knowledge building in the countries supported by ILO goes beyond the thematic list referred to and can include evaluations or institutional audits as well as, more recently, public expenditure reviews (one completed in Burkina Faso) to identify resources potentially available for NEP implementation.

Constituents and other partners in all case study countries emphasized in interviews the usefulness of analytical inputs from ILO side, which frequently supported multiple studies being conducted by key national researchers and research groups. The outputs of these studies were regarded as catalytic, providing an analytical basis for more in-depth discussion and analysis. There was also general recognition that the focus on the links between macroeconomics, growth and employment, promoted by the ILO, was a new and pertinent element for discussion. Some government policy-makers pointed out that ILO's studies tended to be similar across countries, whereas they would have appreciated more flexibility to customize the kinds of policy issues to be studied and also the level of detail in the results and recommendations offered in the reports. Although thematic evidence provided by knowledge-building activities has finally been considered as valid or a priority input for the employment strategies being defined, not all national policy-makers and international partners were agreed as to the extent the employment targets could be embedded in national development plans. For example, even if in El Salvador the employment policy discussion recognized the importance of the links between growth and development frameworks, and their macroeconomic conditions, existing employment policies (even recently formulated ones) do not take these into account. In addition, in

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A. Pali: "Evolution of global production systems and their impact on employment in India", in *ILO Asia-Pacific Working Paper Series* (2008).

T.S. Papola: "Employment challenges and strategies in India", in *ILO Asia-Pacific Working Paper Series* (2008).

S. Sarkar: "Trends and patterns of labour supply and unemployment in India", in *ILO Asia-Pacific Working Paper Series* (2008).

**Malawi:**

S. Deraniyagala and B. Kaluwa: "Macroeconomic policy for full and productive employment and decent work for all; Malawi country study", in *ILO Employment Sector Working Paper* (2011, No. 93).

D. Durevall and R. Mussa: *Employment diagnostic analysis on Malawi, June 2010* (Geneva/Lilongwe, ILO and Government of Malawi, 2010).

ILO: "A study on informal apprenticeship in Malawi", in *Employment Report* (2010, No. 9).

**Viet Nam:**

J-P. Cling, M. Razafindrakoto and F. Roubaud: *The informal economy in Vietnam, background paper for the NEP development process in Viet Nam* (Hanoi, ILO, 2010).

Dang Nguyen Anh: *Labour migration from Viet Nam: Issues of policy and practice* (Bangkok, ILO, 2008).

Dang Nguyen Anh, Le Bach Duong and Nguyen Hai Van: "Youth employment in Viet Nam: characteristics, determinants and policy responses", in *Employment Strategy Paper* (No. 9, 2005).

Hanoi Economics University: *Research of informal employment in Viet Nam current situation and solution – discussion paper* (Hanoi, n.d.).

ILO: *Research report on rural labour and employment in Viet Nam* (Hanoi, ILO country office for Viet Nam, n.d.).

D. Lim: *Export and FDI-driven industrialization strategy and employment in Viet Nam* (Hanoi, ILO Country Office for Viet Nam, 2011).



countries where the employment targets linked to broad national development planning were adopted, their implementation has frequently been under-resourced.

Many different institutions worldwide are carrying out academic research on the link between growth and employment. The ILO's research fulfills international quality standards but also adds value to pure academic and research institutions' work by generating customized research and knowledge for countries and combines this with policy support. This greatly enhances the usefulness of this knowledge to policy-makers. One specific characteristic of ILO research is its focus on the growth and employment link and the coherence of macroeconomic policies, which should guide both processes. A second characteristic is the focus on understanding the specific country contexts of the growth and employment nexus through country-specific research.

Several government partners asked that the ILO go further in their analyses to point more specifically to the policy configuration under various scenarios, which would more directly point the way to finalizing the policy mix, scale and operational targets. For the ILO, such an extension would overstep its role as a neutral adviser.

These experiences show that additional knowledge on employment situations, and policy concepts and approaches, can only be considered as a necessary condition for policy innovation, but not a sufficient condition for inclusion in the NEP formulation. Additionally, resource issues are major constraints to policy implementation. Without adequate funding for implementation, all the new knowledge generated will not be able to make a difference to people's lives.

### ***Global knowledge products***

In late 2010, the ILO launched a Global Knowledge Base on Employment as an instrument to manage knowledge and employment policy.<sup>30</sup> This database compiles timely, reliable and relevant information on employment policies, in order to facilitate thematic analysis across countries and regions, and the exchange of information and good practices. Up to the end of 2011, 25 countries had been analysed according to the specific template, which is based on the GEA. None of the country case studies implemented for this evaluation have been profiled in the global knowledge base, partly because the functionality and first analytical results have only recently been made available.

The knowledge base is an ambitious endeavour and, if completed and maintained, can be expected to contribute to wider ILO efforts to provide a public view on the decent work policies of different countries. In order to be able to achieve these expected outcomes, it is important that the ILO: (a) regularly update information and knowledge on NEP processes already included in the database, particularly, in the way these progress from formulation to implementation; (b) expand the database with evidence available from new countries; (c) regularly analyse available information regarding lessons learned, best practices,

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<sup>30</sup> EMP/CEPOL's Contribution to Employment Policy Department's P&B Report Draft (2012).

findings and conclusions; and (d) use these results in a feedback process to update and adjust ILO's support to countries developing NEPs.

In its current state, the database is standalone, and technically and administratively supported by EMP/CEPOL, but it will become part of the ILO knowledge gateway initiative. To ensure that the policy profile extends and connects to profiles of other decent work policy areas, there is a need for EMP/CEPOL and the Office to support further integration of knowledge systems to achieve the vision of a single integrated system on national social and employment policies.

### *Partnerships*

The need to build partnerships for a NEP process is understood in the NEP draft guidelines as an issue of the feasibility and sustainability of a policy discussion process and refers primarily to national stakeholders (partners), which have to be taken into account for the intended NEP formulation and implementation process. National partners include sectoral ministries, and ministries and agencies entrusted with macroeconomic management, such as the central banks, finance ministries and national planning agencies, who are key partners of the ministry in charge of employment. Fostering collaboration with these structures is essential for at least two reasons. First, the policies they implement have clear employment impacts, direct or indirect. Second, collaboration facilitates the integration of national employment policies into budgeting and planning cycles.

Partnerships need also to be established with employers' and workers' organizations, and with development partners. The employers' and workers' organizations can contribute their ideas, knowledge, expertise and experience to the various steps in employment policy design, including research, analysis, drafting and testing models, and developing design options. Development partners can contribute technical expertise, capacity building and financial support.

The country case studies show that national partnerships have been successfully established in all countries. Social partners, line ministries and public institutions required for a NEP process have been brought on board. In many cases, the ministries of labour or employment have been designated as the secretariats for the NEP facilitating institutions both during formulation and later during implementation (Burkina Faso and Viet Nam), although sustaining the joint ministry arrangements has proven difficult. The involvement of planning ministries, preferably early in the process, has enabled them to lead the coordination of policy ideas and concepts that are closely related to growth and policy integrating approaches (for example, in El Salvador, Malawi and Viet Nam). Although this is a desired outcome for ILO it shows as well that ministries of labour or employment are often not well placed institutionally to lead the facilitation of a NEP formulation and implementation process. The ILO has established good institutionalization practices in the diagnostic and formulation stages, however, clearer practice on the institutional framework for NEP budgeting and implementation is needed, which would not necessarily be identical to the institutional framework of NEP formulation.

### *Development partners*

The ILO also has developed bilateral and multilateral partnerships that have enabled the technical or financial support required to refine and expand the range of NEP tools and knowledge (e.g. the Swedish International Development Cooperation Agency (SIDA) or the participation of ILO at G20), and has worked effectively with other UN organizations at country level on joint actions.

This evaluation found that international partnerships are primarily delineated by time and situation. The ILO does not yet have a clear strategy to construct longer term partnerships, but doing so could improve the sustainability of NEP processes, which are politically and financially vulnerable without additional support.

The ILO's partnerships have been effective in the sense that employment policies have been placed high on the priority list of policy actions promoted by different international organizations. Financial support has also been used effectively for the development of an impressive array of tools, guidelines and knowledge.

The evaluation's country case studies show different levels of effectiveness in generating and developing partnerships with different international organizations on the ground. Within the UN system, the role and importance of employment policies in UNDAF have not always been appreciated.

- In Malawi, ILO is part of the United Nations Country Team (UNCT) and potentially they are supporting employment policies. However, the UNCT agencies still predominantly work on a project basis (e.g. youth employment or enterprise development) and leave the task of promoting employment policies to the ILO, relying on the ILO to generate the necessary funds. In contrast to this, the African Development Bank recently (March 2012) awarded Malawi a grant for the implementation of a Labour Force Survey, primarily to support NEP implementation.
- In El Salvador "economic reactivation, reconversion and modernization of agriculture and industrial production and the massive generation of decent employment" is one of five pillars of the UNDAF 2012–2015. The ILO contributes more than \$8 million to the UNDAF. However, there is no UNDAF indicator on employment policy.
- In Burkina Faso, an ILO/United Nations Development Programme (UNDP) partnership has emerged from an UNDAF component on employment and decent work where UNDP has funded a number of activities implemented with ILO support.
- In Bosnia and Herzegovina, UNCT support to employment policy is similar to that described for El Salvador and Malawi, with some references to employment in national frameworks and specific projects supported by other UN agencies, but limited action and commitment from their side for employment policy activities. However, interesting partnerships outside the UN such as that between the Federation of Bosnia and Herzegovina and the European Union (as being one of the policy areas which have to be

harmonized for EU integration) have been built up. In the Republic of Srpska, authorities managed to link their efforts to implement employment policies with the World Bank's support to secondary technical education reform, thereby improving the bridge from school to work. However, this kind of partnership seems to be more a consequence of successful management by national authorities and not a direct consequence of an ILO partnership.

### *Tripartite social dialogue*

Social dialogue in general includes all types of negotiation, consultation or simply exchange of information between, or among, representatives of governments, employers and workers, on issues of common interest relating to economic and social policy.<sup>31</sup> Building and strengthening the capacities of employers' and workers' organizations and tripartite institutions to enable informed and effective dialogue on employment policy and to influence the centrality of employment goals, is a priority for the ILO. Social dialogue between the government, the trade unions and the employers' associations is critical when choosing policy priorities. It will ensure consensus and a common platform that will later facilitate implementation of the policy.

The country case studies show that, on the ground, NEP processes introduce several important changes to traditional social dialogue structures. NEP thematic discussions go beyond what could be considered a traditional tripartite agenda basically focused on issues of wages, social security or working conditions. Being consulted on policy priorities and their validation frequently takes social dialogue under NEP processes to a new level. Because the contents to be discussed under the NEP are different from a traditional tripartite agenda, the institutional setups for these discussions have also started to change. Workers' organizations in case countries have largely had their positions strengthened through participation in the NEP processes.

- In Burkina Faso, the NEP process strengthened the trade unions through the creation of an inter-trade union working group for research on employment policies and poverty reduction which, through their work, became a recognized group to be consulted on trade union views on employment policies.
- In Malawi, the NEP process established an institutional tripartite platform for the employment policy debate, which evolved into the platform for tripartite social dialogue in the country.
- In Honduras, social dialogue was interrupted during political unrest in mid-2009. After a change of the political context in late 2010, social dialogue resumed and gained strength in the second half of 2011 when tripartite partners achieved, with ILO support, agreement on a new mechanism for the adjustment of minimum wages. The new mechanism has already been

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<sup>31</sup> The more specific definition and concept of social dialogue varies from country to country and from region to region, and it is still evolving.

implemented successfully. All three tripartite partners consider this an extraordinary achievement.<sup>32</sup>

- In El Salvador, changes in the political environment interrupted tripartite dialogue in 2010 (mostly due to misunderstandings between employers and the government). However, a newly defined institution was established in 2011 (the Socio Economic Council), which includes government, employers, unions and civil society, where employment issues, among others, are discussed.<sup>33</sup>

The examples show that so far social dialogue has supported NEP processes in the discussion and validation of employment policy proposals, but has not been an important source of inputs or employment policy content. The social partners still need capacity building to improve their advocacy capacity for certain policy options. A major challenge facing the ILO is to find ways of simplifying the policy studies and main messages so that the social partners can more confidently engage in policy debates.

### ***Integrated policy development, coherence and coordination***

Under NEP processes, the ILO seeks to bring coherence to a set of tested and approved employment interventions. Policy coordination and coherence between the ministries of labour and economic affairs is indispensable. The broader conceptualization and integrated approach to employment policy can only be effective if there is real coordination between ministries of finance and economic affairs, sectoral line ministries and ministries of labour. This requires both a political commitment at the highest level and an appropriate institutional environment. These conditions are often not present in countries supported by the ILO, making the task of building them a difficult one.

Employment outcomes are the result of growth strategies, economic policies and demand-generating strategies that go beyond the mandate of ministries of labour, which are increasingly called on to play the pivotal role of leading and monitoring employment outcomes. Supporting their capacity to perform this coordination role and to foster collaboration with other sectoral ministries, as well as with ministries and agencies entrusted with macroeconomic management – such as central banks, finance ministries and national planning agencies – continues to be a key priority and challenge. Since 2004, the ILO's Policy Coherence Initiative (PCI) for growth, employment and decent work has aimed to assist countries to formulate and adopt policy portfolios that support coherence between the objectives of economic growth and the generation of decent work for all.<sup>34</sup>

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<sup>32</sup> Of course, adjustment mechanisms of minimum wages are not a formal task of CEPOL or EMPOL as they refer to social protection. Since in Honduras, however, the entire employment policy discussion is linked to an EU social protection and employment project and not to a standalone NEP process supported by CEPOL/EMPOL, it is expected that the employment policy debate will benefit from the recently achieved new dynamics and trust between social partners.

<sup>33</sup> This new institution, which is also supported by the ILO, is a quasi substitute for the interrupted tripartite dialogue.

<sup>34</sup> ILO: Policy Integration Department (INTEGRATION) website, [www.ilo.org/integration/lang--en/index.htm](http://www.ilo.org/integration/lang--en/index.htm) [accessed 24 Sep. 2012].

Hence, efforts to make policies coherent concentrate on thematic consistency in policy proposals, in selected policy priorities and in the activities being implemented. Activities for policy implementation are usually identified from the targets defined through NEP processes. The designation of targets is expected to help bridge the gap between establishing what needs to be achieved and how it can be achieved. Employment targets are also frequently seen as the link between poverty decrease (income) and economic objectives (growth) and targets, which help to provide consistency between both (as, for example, in the Malawi NEP).

Apart from a thematic discussion, achieving such coherence between different policy areas and their targets, and between activities undertaken for their implementation, requires a well performing institutional setup.<sup>35</sup>

The country case studies have shown that the establishment of partnerships across national institutions (see partnership section above) performed well in order to fulfill the first necessary condition to have all required stakeholders on board for the thematic debate, and to achieve a consensus on employment policies and the definition of priorities. The case studies also suggest that the task of agreeing on integrated policy approaches and the definition of priorities for employment policies has largely been accomplished but that these priorities are frequently not reflected in national development strategy frameworks.

NEP processes have so far been less effective in achieving consensus on employment targets and on a coherent institutional framework for the coordinated implementation of integrated employment policies. For example, in March 2012 in Malawi, the cabinet had still not approved the draft NEP requesting a review of the draft in order to define more realistic employment targets. In Bosnia and Herzegovina, entities have defined employment policies and targets for their respective territories but no integrated national targets and no functioning institutional setup for implementation at national level have been defined.

### ***Advocacy and capacity building***

Advocacy as a means of action, as well as capacity building for NEP processes initially targets ILO's constituents. They are the first institutions to be addressed in seeking a change in employment policy approaches. The country case studies show that the ILO has been most effective in promoting advocacy among constituents, and subsequently, in extending, with constituents' support, the scope of advocacy to other partners, as already described in the partnership and policy coherence section of this report.

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<sup>35</sup> ILO recommends that in a NEP process: (1) all stakeholders be clearly identified and the modalities of their interventions stated; (2) a steering committee be set up with members from identified government structures (ministries of finance, education, infrastructures, etc.), trade unions and employers' organizations, so as to ensure policy coherence, ownership and sustainability; and (3) a national technical team be designated to accompany the whole policy cycle. It is usually a team of technical experts in the ministry in charge of employment or, in some countries, in the public employment agency, but it should be put in place with a clear mandate and clear responsibilities.



Advocacy efforts initially derived from the Global Employment Agenda. Advocacy is integrally linked to social dialogue and dialogue takes place at the various stages of the policy process. At each step of the way, each component of the strategy needs to be discussed and debated, and a public consultation process established. The extent and method of consultation, and the participants involved vary with each step. Some activities, such as consultation and engagement, cut across the policy development process and can be used in a variety of ways at each stage. Advocacy can be used at the various stages of the public policy process as a strategy to effect change.<sup>36</sup>

### ***Gender responsive employment policy development***

Men's and women's employment and incomes are affected differently and unequally by changes to macroeconomic and sectoral economic conditions. Failure to take into account the gender dimensions of employment-oriented policies may result in ineffective policies and a worsening of conditions for some groups and greater social inequality. Women are over-represented in non-regular employment, and in unskilled, semi-skilled and low-paying jobs. The net effects of employment and macroeconomic policies are felt at national, sectoral and local levels but in different ways between groups of workers. The gender typing of occupations means that the demand for female and male labour is dependent on demand in these sectors and jobs.

The 2009 gender strategy for implementing the GEA outlined the need to address gender inequality both from the perspective of human rights equity as well as economic efficiency. Specific ways of addressing gender in policies were considered when conducting the case study reviews for this evaluation. The analysis of the gender aspects of labour markets included consideration of vulnerable groups and, within these, gender differences. Also, position papers moved from excessive emphasis on stability and growth towards employment generation to reduce poverty and vulnerability.

Additional analysis considered gender differences in employment in specific sectors and industries (for example, agriculture, export-oriented manufacturing, tourism, informal work) as well as geographical differences within a country (for example, ethnic minorities, isolated areas, peri-urban development). In Bosnia and Herzegovina, a gender and employment study was carried out by the ILO,<sup>37</sup> which served as an input to the current discussion of the National Economic Development Plan and the National Social Development Plan. Less frequent use was made of gender budgeting tools. However, good examples were found for India and Viet Nam where budgets were assessed to identify areas to prioritize pro-poor economic and social benefits for men and women. National capacity-building initiatives targeting both national statistical offices and labour ministries

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<sup>36</sup> In this sense, the results of one stage of a NEP policy process can accomplish an important role of advocacy for another stage. For example, in the United Republic of Tanzania, the results of the ILO-supported Public Expenditure Review (PER) study informed the national budgeting process through the budget guidelines, and served as an advocacy document for better integration of employment and decent work goals in the Growth Strategy of the Government (2010–2015).

<sup>37</sup> ILO: "Gender and employment in Bosnia and Herzegovina: A country study", in *Working Paper* (2011, No. 4).

also included building national capacity to collect gender-disaggregated data to support policy analysis.

Overall, the portfolio of global and national work supported under this strategy points to a solid portfolio of analysis and advocacy to promote the formulation of gender sensitive employment policies and programmes. In addition, much of this work has been applied or will be applied to generate synthesis papers on the effects of various employment policy approaches affecting gender differences.

### *Advocacy*

As already discussed in several previous sections, the evaluation country case studies suggest that ILO has been effective and successful in implementing advocacy by bringing required partners and stakeholders together around a renewed approach to employment policies, but has still not succeeded in its advocacy efforts to establish the required collaboration for budgeting and implementation of approved NEP strategies.

Capacity building is a continuous requirement through the entire NEP process from formulation to implementation. The ILO has been complementing its efforts of knowledge building, advocacy, the establishment of partnerships and the seeking of policy coherence and coordination with capacity building efforts at each of these stages.

The country case studies have identified the following three types of capacity building activities: (i) the implementation of knowledge-building activities (capacity building for analysis and assessment); (ii) the implementation of workshops in the countries and the implementation of the NEP course in Turin (both teaching activities); and (iii) the application of ILO tools and guidelines in the countries (capacity building through learning by doing). The outreach of these different activities varies. Research capacity-building activities are frequently targeted at statistical offices and a limited group of national researchers. These capacities are important as the bases for future updating of situational analyses as well as for future NEP monitoring activities. National training workshops have been used for advocacy and the mainstreaming of the main NEP concepts to tripartite members and other stakeholder groups (having a wider outreach). The Turin course offers a more profound capacity-building approach on NEP processes but can assist only a limited group of people. Finally, capacity building through the application of tools (the favourites in the case study countries were the ones on labour market information systems – LMIS – and youth employment) has been highly appreciated. In general, the ILO has been effective in building these kinds of capacities. National workshop participation as well as the know-how on “how to”, and preliminary results of the implementation of LMIS and youth employment strategies, are the most visible and the most appreciated capacities generated in the case study countries.

Capacity building on NEP processes was most recently provided via the NEP course at the Turin Centre (late 2011). Stakeholders from all tripartite partners have been supporting the course. Participants evaluated the training as having increased their capacities. Several union participants felt that additional training to address their technical gaps would help to



even out the capacities of the tripartite partners. For some social partners in the case study countries, the training was provided after the national NEP documents or drafts had been finished. Some regretted as well that the course and its materials are only available in English.<sup>38</sup>

Under the current strategy approach, EMP/CEPOL has supported NEP processes through their formulation and inclusion in NDFs. Much has been achieved up to this point. However, there is still little evidence on whether the NEPs have been effectively implemented. Several countries, among them Malawi, have initiated the process of developing NEP implementation plans. In Malawi, the implementation plan was in its design stage during the data collection phase of this evaluation. In Burkina Faso, despite an agreed action plan in 2008, the lack of adequate resources for implementation remains the most important obstacle to moving forward. The ILO has recently provided support for a public expenditure review to address the situation.

The country case studies show that, for most governments, NEP implementation has still not been achieved in a broad sense. However, there are some experiences where elements of the NEP proposals have been successfully implemented, either when additional donor funding was available, such as LMIS (Bosnia and Herzegovina, Malawi and Viet Nam), youth employment (Honduras) or labour-intensive investment (El Salvador), or where the country itself has some level of fiscal space to accommodate the cost of new programming (India and Viet Nam).

(ii) **To what extent has ILO support to countries been effective in providing an integrated policy approach to NEP processes?**

ILO has been effective in promoting the concepts and ideas of an integrated policy approach to NEP processes. The case studies showed that the core elements of an integrated approach have been discussed and considered during the diagnostic and formulation stage. However, in most of the NEP documents, a fully integrated policy mix has not been developed in all its main aspects.

It is now commonly acknowledged that, while necessary, economic growth is by no means sufficient to engender sustainable and productive employment. Hence, in order to foster the quality and quantity of employment, a wide range of integrated and well-designed policy interventions, cutting across both macro and microeconomic dimensions, and addressing both labour demand and supply are required. Such a framework of a new social and economic development paradigm characterized by employment-centred and income-led growth with equity can be understood as an integrated employment policy approach. Technical proposals on the required content of an integrated employment policy

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<sup>38</sup> Unions from El Salvador were not able to send a participant to Turin because of the lack of language skills.

recommend that investment-focused or development-oriented policies take employment effects into account in fiscal, financial, industrial and trade policies.

Assessing the ILO's effectiveness in providing an integrated policy approach to NEP processes does not mean that all of the important technical aspects of an integrated concept must be considered in a NEP document, or that this document must provide a fully developed set of policy interventions. Hence, the evaluation did not look at the policy measures proposed in the NEP documents in the case study countries but did consider the set of thematic issues covered and whether these were considered during the NEP process.

Multiple policy documents, among them the Social Justice Declaration (post-2008) and the ILC 2010 recurrent item on employment, provide a set of parameters that can be summarized and applied to this evaluation. Drawing from the ILO 2010 report<sup>39</sup> an "integrated approach" is understood to effectively support a policy approach:

- Involving a multitude of well-coordinated policy interventions creating employment opportunities, protecting rights and improving the quality of work and life.
- Achieving effective policy mix based on good diagnostics of the constraints and opportunities within the relevant contexts, the adequacy of resources to enable implementation, the quality of implementation, and coherence across policy areas.
- Considering policy packages and formulas including growth and macroeconomic policies, sectoral strategies, social protection policies and microeconomic activities. This requires strong policy coordination across government ministries, with oversight and direction from ministries of planning and finance, dealing with education and training, labour market policy and social protection.

Table 5 below breaks down the aforementioned criteria and indicates if they have been addressed as part of NEP processes, in the seven case study countries reviewed for this evaluation. The responses in the table should be read as *issues addressed or not addressed by a country in a process implemented under ILO advice*. Hence effectiveness is understood as ILO support resulting in a given country addressing these issues, as part of an integrated policy approach.

The sequence of criteria shown in the first column of Table 5 follows roughly the sequence of a NEP formulation process, beginning with a diagnosis of constraints and opportunities for employment generation, using this as an input for a wide and inclusive policy dialogue across sectors and institutions, and considering different core issues in the policy-mix proposal, through a high quality political and social dialogue. The outcome of this process should be prominently placed (in NDFs), implementation plans have to be well coordinated, and implementation has to be coherent, adequately funded and of high quality.

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<sup>39</sup> ILO: *HIV/AIDS and the world of work*, Report V, International Labour Conference, 99th Session, Geneva, 2010.

**Table 5. NEP processes for encompassing integrated policy approaches**

<b>Country/ criteria</b>	<b>Bosnia and Herze- govina</b>	<b>Burkina Faso</b>	<b>El Salvador</b>	<b>Hon- duras</b>	<b>India</b>	<b>Malawi</b>	<b>Viet Nam</b>
Good diagnostics of constraints and opportunities within the relevant context	YES	YES	YES	YES	YES	YES	YES
Policy formula includes macroeconomic aspects	YES	YES	YES	YES	YES	YES	YES
Policy formula includes sectoral strategies	NO	YES	NO	NO	YES	YES	YES
Policy formula includes social protection	YES	YES	NO	YES	NO	YES	YES
Policy formula includes assistance to vulnerable groups and gender aspects	YES	YES	YES	YES	YES	YES	YES
Policy formula includes microeconomic activities	YES	YES	YES	YES	YES	YES	YES
Quality of coordination/ social dialogue	YES	YES	YES	YES	YES	YES	YES
Employment included in NDF	YES	YES	NO	NO	NO	YES	YES
NEP involves a multitude of well-coordinated policy interventions	YES	YES	YES	YES	YES	YES	YES
Implementation plan reflects coherent planning across policy areas	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Adequacy of resources to enable implementation	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Quality of implementation	n/a	n/a	n/a	n/a	n/a	n/a	n/a

n/a = not applicable.

Compilation: Authors.

Sources: ILO. 2008. International Labour Conference, 99th Session, Geneva, 2010 (Geneva); ILO. 2008. *ILO Declaration on Social Justice for a Fair Globalization*, International Labour Conference, 87th Session, Geneva, 2008 (Geneva).

It is important that this sequence follows a rationale, which in practice has proved to achieve the intermediate or preliminary result of the formulation of a NEP under the specified concepts and its inclusion in NDFs. The ILO's strategy has been relevant in the

sense that the envisaged steps for achieving the expected results for a NEP document and plan worked out, not always but frequently.

The findings of case study assessments show that the ILO has been effective in advocating and supporting an integrated policy approach during formulation. However, the assessment of the final phases of the policy cycle shows that integrated policy approaches beyond the design phases tended to dissolve, particularly in developing coherent programmes, assigning adequate budgets, implementing integrated measures and monitoring progress. For example, the Malawi NEP recognizes the importance of integrating and coordinating different sector policies for employment generation at the level of a “policy statement” and seeks to define the scope of the problem, but does not offer specific proposals on the policies that should be regarded as a priority and how they would be integrated. Furthermore, The NEP document does not provide a definition of a macroeconomic framework that would favour employment generation or how such a framework would be achieved. Similar limitations can be found in NEP strategies in Bosnia and Herzegovina, India and Viet Nam. The country case studies show that the existing NEP documents still do articulate a clear path or action plan of how to achieve the expected employment outcomes by applying the concepts and approaches promoted by the ILO.

### *Sectoral strategies*

To advance national policy formulation aimed at achieving specific employment targets, the ILO has integrated sector analyses into its support in order to estimate the potential for job growth in economic sectors under various policy scenarios. These analyses have been appreciated for their added precision in identifying specific strategies and measures. In Viet Nam, the sectoral analysis was a strong driver in shaping the NEP. ILO support provided estimates of employment performance linked to economic growth by sector, and identified the sectors and activities where new employment could be generated. The work pinpointed the sectors and product lines that have both high-employment and high-income multipliers, with nearly all of the priority areas falling under agricultural-related activities.

Outside the group of country case studies undertaken for this evaluation, ILO is promoting sector strategies and their policy coherence, as for example in the ILO/EU project on trade integration and employment.<sup>40</sup> New tools for employment targeting<sup>41</sup> are under development in the ILO Institute. Sectoral strategies have high potential as a successful element of the overall growth and employment generation strategy promoted by ILO, but only a few countries have been able to make productive use of this approach. The importance of sectoral strategies is recognized in NEP discussions in Bosnia and Herzegovina, El Salvador, Honduras and Malawi, but none of these countries has so far been able to make use of this approach.

### *Public expenditure reviews*

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<sup>40</sup> Implemented in Bangladesh, Benin, Guatemala and Indonesia where several studies on tradeoffs between economic sectors and trade integration were conducted, e.g. on the effects of trade integration on agricultural employment (Bangladesh) or the information technology (IT) sector (Guatemala).

<sup>41</sup> Roughly, investment requirements for employment generation in different sectors.

In recent years, the ILO has launched several initiatives to apply public expenditure review methodologies to assess the alignment between public resource use and productive employment creation. A public expenditure review was conducted in Burkina Faso, with its results contributing to the government medium-term budgeting process. The Ministry of Finance and Economy requested that the national public expenditure review (PER) and programme budgeting processes include the NEP in their review and budget planning. Following the budget planning process, a few links existed between the national programme budget and the NEP, and budget allocations to the Ministry of Youth Employment did link expenditure to NEP objectives and performance targets. At the sectoral level, the Ministry of Agriculture conducted a preliminary study on indicators and methodologies for monitoring, as well as a more in-depth analysis of employment projections through impact simulations linked to programme budgeting scenarios.

- (iii) **To what extent are the elements (products, services, activities of different ILO departments and units) of the ILO strategy coherent, complementary and innovative and does this demonstrate an evolving strategy?**

Elements of the ILO NEP strategy demonstrate an evolving strategy considering the increasing scope of tools and guidelines, and the different approaches of the interventions. However, the scope of activities and products from different ILO departments also overlap. This causes confusion for the beneficiaries and, to some degree, for ILO field offices.

ILO's services to NEP formulation processes consist basically of five different strategic elements: (i) the introduction of new employment policy concepts and approaches; (ii) training on these new concepts for tripartite partners; (iii) the implementation of research and analysis on country-specific situations to be used as technical input to a NEP formulation process; (iv) the co-facilitation of a NEP process (together with national institutions); and, occasionally, (v) measures to strengthen labour and employment line ministries.

Regarding an evolving strategy, the employment "Vision" document (2006) can be seen as a starting point for a renewed approach to active and integrated employment policy promotion. This has been reinforced since 2007 by a more urgent need to implement the Vision document's concepts, given the negative impact of the international crisis on labour markets.

- The Global Jobs Pact Country Scans was one of the tools developed in this process, with the aim of looking at policies, which had to be prioritized and integrated into a set of crisis response measures.
- Prior to the development of the GJP, employment policy reviews had provided rapid response in understanding the employment policy needs of a country, whilst the DWCP provided an agreed programming framework for the ILO in a given country. In response to the crisis a national employment diagnostics tool was also developed.

- Additionally, the Office (the Institute) is developing an employment-targeting tool (economic sector analysis and investment requirements for implementing active labour market policies for employment generation).
- Several parts of the Office apply budget review tools in order to identify national resource availability for the implementation of employment policies.

These research/diagnostic tools have been complemented by numerous high quality country-specific research studies on the links between the growth and employment nexus, macroeconomic conditions and labour markets. These tools have also included the development of gender guidelines for employment policy, and guidelines for the facilitation of the NEP process. Additionally, the Turin training course in NEP policies was developed and piloted. During the initial implementation of NEP actions, previously existing tools and guidelines were used successfully, mostly on LMIS and youth employment.

This evaluation finds that the tools and guidelines supporting NEP follow a logical sequence of demand and are, for the most part, complementary. They clearly show the intent of the Office to: (a) help countries to better understand up-to-date requirements for employment policies; (b) translate this understanding into policy needs; and (c) position these new policies prominently within the priority list of national policies. This strategy has been implemented successfully up to the point of inclusion in NDFs.

However, there is not yet a clear set of tools and operational approaches towards supporting the implementation of the newly formulated policies once NEPs are adopted. While individually tools are of a high quality and practical for constituents to use, the fact that there are no overarching agreed plans on how these will be made coherent is only just starting to emerge.

This evaluation has been able to identify the following most important gaps:

- (i) ILO's newly generated knowledge on employment problems, and new ways to analyse it, should have led to the design and adoption of innovative policy measures and interventions. However, this has not yet happened.
- (ii) The ILO's tools on employment policy concepts highlight the importance of macroeconomic frameworks and the conditions for the success or failure of employment policies. There is as well impressive new research and empirical evidence generated on this issue by the Office. However, this evaluation still sees the need for a tool to help various national stakeholders to easily understand how helpful or harmful a given macroeconomic framework is to employment, and which policy options should be acted upon.<sup>42</sup>
- (iii) The ILO does not yet have in place an overarching policy assessment tool that provides an initial mapping of the decent work policy issues and priorities to

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<sup>42</sup> The decent work country scan draft concept and content notes establish a long list of employment indicators but not a single macroeconomic indicator. The Office could consider including them in the diagnostic methodology.



address within a country in an integrated manner. Without this, individual policy areas risk being analysed and advised without an agreed overarching policy context.

The evaluators consider that there could be a clearer designation of roles to address these gaps. For example, should the Institute concentrate on research on the positive or negative effects of macroeconomic conditions? Should the ILO make use of existing assessment tools, which combine the simulation of macroeconomic equilibrium (CGE) and the (income and labour) impacts of macroeconomic changes on households? ILO has used these kinds of models widely, for example, to simulate the impact of trade liberalization on poverty. Could these models be quickly adjusted to identify a (even financially) feasible set of policy interventions that maximizes impact?

The introduction of GJP spurred the development of diagnostic tools for decent work policy analysis. The launching of employment scans under GJP helped to move ILO thinking towards using a broader scoped decent work policy assessment as a regular part of the DWCP process, the practicalities of which are currently being discussed. According to a 2012 internal review of GJP scans, partner countries seem to welcome this development. Interviews undertaken as part of this evaluation suggest that the Office is moving in the direction of making a revamped version of the scan the prime tool for consultations around employment-wide issues in countries cooperating with the ILO that can in turn be fed into the drafting of DWCPs. In addition, the primary leadership for planning the scan would come from ILO field offices, and efforts would be made to align these with national development plans, UNDAF and other national frameworks. Given that this evaluation has found that ILO field specialists and those working in the targeted countries are the primary means by which ILO technical support and policy dialogue become integrated and complementary, the evaluation endorses the idea of field-level leadership in launching these.

The introduction of the GJP fed the dialogue on crisis policy responses, which were to build on the identified policy gaps in the scans and recommendations, and which subsequently would form the basis both for policy reforms and capacity-building activities, was a timely and effective innovation, which directly facilitated discussions on employment policy in a wide range of countries. However, GJP processes in several countries tended to duplicate and confuse the ongoing policy dialogue that was taking place within the framework of an existing DWCP and, in several cases, the pre-existing processes set for addressing employment and social protection policy development.

With the introduction of the decent work policy assessment tool, the diagnostic approach now established for supporting NEP development may well be at risk of causing overlap and duplication of effort, or sending mixed messages in the broad area of employment policy.

### **3.2.2 Evaluation ratings of effectiveness**

Sub-question 1: 3 (Satisfactory)

Sub-question 2: 3 (Satisfactory)

Sub-question 3: 3 (Satisfactory)

Overall rating: 3 (Satisfactory)

### **Box 2**

#### **Overall summary of effectiveness**

This evaluation recognizes that ILO's strategy for supporting NEP processes has so far in general been effective. Means of action have mostly been effective regarding the progress of NEP processes through their formulation and up to adoption. Means of action, however, need to be further developed in order to be effective during implementation of a NEP. There is upcoming need for new knowledge building, partnerships, policy coherence and coordination efforts. Work is still to be done regarding the institutional aspects of NEP implementation.

The social partners have benefited from NEP processes and have strengthened their positions as partners for deliberations, which go beyond traditional tripartite agendas. Important achievements have been made regarding capacity building. However, workers and unions have additional capacity needs to take into consideration. An evolving strategy for NEP process support can be seen in past efforts from the Office, and there is already some understanding and discussion in the Office regarding future directions of NEP support. In general, elements and actions from different ILO tools are complementary. However, there are still some overlapping activities from different ILO internal technical programmes, which should be refitted.

## **3.3 Efficiency**

### **To what extent does the ILO strategy lend itself to efficient implementation within a results-based management approach?**

The ILO seeks to achieve the maximum benefit from the goods and services it both acquires and provides, within available resources. Consideration of efficiency and value for money involves not simply costs of services and products, but also their quality, reliability, usefulness and timeliness. In addition, evidence of the Office seeking to achieve efficiency and value for money is a critical factor. Evidence of efficiency was reviewed in terms of sound practices in the areas of results-based management (RBM), communication, monitoring and evaluation, as well as work planning and reporting that focuses on continuous improvement.

In order to evaluate the efficiency of ILO's global strategy for supporting NEP processes, the evaluation addressed the application of results-based management procedures,



coordination between HQ and the field, the efficient use of resources for developing and delivering services, the adequacy of delivery and cost-efficiency in the use of resources.

The analysis for determining the efficiency of ILO's NEP support strategy is based on the following sub-questions.

- (i) Is there efficient communication and coordination between field and HQ (timely, reliable, focus/fit and targeted on quality and delivery) to support efficient service delivery?
- (ii) Does the Office plan efficiently and apply results-based management to facilitate efficiency?
- (iii) Are the resources devoted to priority actions and operational planning adequate to support national commitments?

### 3.3.1 Findings related to the evaluation sub-questions

- (i) **Is there efficient communication and coordination between field and HQ (timely, reliable, focus/fit and targeted on quality) to support service delivery)?**

The evaluators found in all case studies evidence of collaborative planning and joint action to leverage various initiatives aimed at policy and capacity support for the implementation of NEP processes in countries. The tools and guidelines now available for NEP formulation processes are comprehensive and have demonstrated their relevance and usefulness in guiding the policy formulation process. Within the ILO, field specialists and country-level staff are largely championing coordination with constituents, with responsive and targeted technical support sourced from HQ based on agreed programming. Coordination of employment policy across technical programmes in HQ was not very prominent beyond actions taken as part of P&B implementation planning.

ILO technical support and advocacy for an employment-focused national decent work strategy by definition calls for open, timely and efficient communication and work flow procedures that draw upon and reinforce joint collaboration. Effective policy coordination is a shared responsibility across various specialists within HQ and the field as well as between the DWCP and the NEP support components.

The evaluators found in all case studies evidence of collaborative planning and joint action to leverage various initiatives aimed at policy and capacity support for the implementation of NEP processes in countries. Feedback during interviews and country missions pointed primarily to the importance of the field, particularly those at country level, in identifying and pursuing opportunities for coordinating policy support across technical areas, but with critical technical leadership coming from HQ.

- In Viet Nam, the redesign of the labour market information project expanded the employment policy analysis component, which provided

background research for high-level dialogue on a comprehensive employment policy as part of the upcoming national development plan.

- In Malawi, work on youth employment, employment diagnostics and macroeconomic policy for employment creation led to better linkages between skills and education provision and improved value chains and labour market outcomes
- In Bosnia and Herzegovina, the initiative to develop a National Employment Strategy is based on a review of employment policies conducted by ILO and the Council of Europe in 2007 and 2008
- Within the framework of a technical cooperation project between the ILO and the European Union entitled “Improving social protection and promoting employment”, the Employment Policy and ILO’s Social Protection Departments are providing technical assistance to the Government of Honduras to develop an integrated employment and social protection strategy.
- In El Salvador, the follow-up ILO support on the GJP and continuous social dialogue was complemented by activities which achieved improved livelihood support for families and communities affected by child labour, and the adoption of new or modified laws on discrimination in employment.

Although good cooperation was found both inside and outside the ILO, timeliness and uncertainty over access to resources were frequently raised as challenges to efficient operations. Internally, ILO staff reported heavy workloads and also some ambiguities with regard to competing priorities being specified by different parts of the ILO’s line management. Field offices are frequently overloaded in supporting the full mix and progression of specific activities requested by beneficiary countries within a NEP process, such as LMIS, skills development or youth employment, which are not embedded in NEP guidance materials but clearly encompass employment policy formulation and implementation. The evaluation found some evidence of compartmentalization within the Office that in turn led to fragmented support at country level; several governments and social partners also expressed this concern during evaluation interviews.

In some case countries, the ILO has achieved greater technical integration of its support by designing technical cooperation projects that bring together different programming areas in a demand-responsive manner. In a few cases, more recent DWCPs and related diagnostic exercises have also provided a common reference point for coordinating ILO internal policy support. However, maintaining the policy relevance of DWCPs is still a work in progress.

Coordinated, collective action needs reinforcement and the case studies showed this coming most effectively from within the field structure, particularly among DWT colleagues and/or within countries under the leadership of an ILO Office Director. In contrast, evidence of joint planning from within ILO headquarters was less regular, largely evidenced through the formal P&B joint programming exercises, with additional cases of effective collaboration among individuals who were taking special collaborative initiatives.

The tools and guidelines now available for NEP formulation processes seem to be quite comprehensive and have demonstrated their relevance and usefulness in guiding the policy formulation process for both ILO staff and constituents.<sup>43</sup> However, as discussed earlier, the evaluators have some efficiency concerns related to several tools reported as overlapping (e.g. GJP scans versus NEP diagnostics) and related overlapping processes that brought some confusion to field staff and constituents. Currently, the existing tools remain largely focused on the design stage and on the most immediate policy parameters linked to NEP.

Based on interviews with ILO staff, lack of clarity remains as to how the NEP tools complement those that support national policy and strategy in areas such as skills development, youth employment and social protection to name the main ones encountered in case study countries. The evaluators did not find evidence of contradictory policy support in these countries, but noted that many of these policy advisory services were being delivered in somewhat parallel or separate processes. This is partly because national and international partners differed depending on the policy area. In terms of actions to connect policy support more directly, the recent work to introduce decent work country assessments to map policy components, gaps and priorities, recognizes the need for a well-defined process to map integrated policy design approaches early in the programming process.

In addition to this, the NEP guide could benefit from further elaboration on how the process can be enlarged or connected to broader decent work diagnostic and programming processes involving technical experts on complementary policy components and policy cycle stages. More real-time knowledge sharing and joint strategy development within the context of a specific country would ground the employment policy initiatives within a broader policy dialogue. Guidance on how to collaboratively move forward in supporting NEP implementation could also facilitate more effective joint operational planning in HQ.

**(ii) Does the Office plan efficiently and apply results-based management to facilitate efficiency?**

Core ILO resources for NEP support are limited and are not expected to increase even as demand for NEP support appears to be increasing due to the lingering global employment crisis. This calls for efforts to increase efficiency in resource planning and allocation. The current basket of P&B indicators and targets covering employment policy development do not convey integrated employment policy approaches and may contribute to fragmentation of such work through skewed incentives. The evaluation considers that revisiting the indicators, targets and programming underlying the ILO's support to countries in the broad area of employment policy could identify resource efficiencies around a more coherent results framework.

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<sup>43</sup> The set of tools, guidelines and training modules was completed in late 2011 with the Turin Employment Policy Training Course. Countries that received support in earlier periods of the current NEP approach (biennium 2008–09) were presented with a less diversified and sophisticated set of tools for the development of their NEPs.

The evaluation conducted a short analysis of the ILO's results-based framework, including choice and use of Indicator 1.1 as it relates to the actual operational support being delivered by the Office. The evaluation found that the current programming framework for employment policy support does not adequately capture or reinforce integrated programming to deliver a coherent policy approach at country level.

An analysis of the alignment of Indicator 1.1, which is specific to NEP formulation and adoption, with other P&B indicators covering complementary policy initiatives raised questions regarding whether the indicator configuration may not in itself account for some of the duplication and fragmentation within ILO technical programming units, which the evaluators suspect exists.

The full employment policy support process is not captured by the current Indicator 1.1 and articulated targets. Furthermore, the targets set in the P&B could apply to the same country several times, since with each new national development-planning period, the employment policy process may begin again. In addition, national employment policy design work rarely fits predictably within the ILO's biennial reporting period, raising the uncertainty of when to set a country as a biennial target. Each of these points is elaborated briefly below.

### ***Repeating P&B target countries***

The majority of the CPOs linked to Indicator 1.1 for the 2012–13 biennium (47 out of 65), are for the same countries of the previous biennium. Out of the 27 *target* CPOs for the 2012–13 biennium, six are the same *target* CPOs for the 2010–11 biennium (Comoros, Ethiopia, India, Malawi, Mauritius and Viet Nam). Table 3 in chapter 2 traces the target NEP countries reported by the Office as having achieved significant results during the past three biennia, and also shows those designated to be target countries as part of implementation planning (as of March, 2012) for the current biennium. Over the same period, the measurement criteria for reporting results has changed little, suggesting that the indicator definition and measurement criteria do not adequately capture the longer term and iterative nature of ILO support.

The evaluation has found the designation of the same countries under the same indicator appropriate, given that the ILO's support has linked to several national planning processes, which themselves are incremental in the short term and iterative over a longer term. Nevertheless, in a number of cases, the baseline and biennial progress reported did not capture with sufficient specificity the policy work done at country level. This impedes straightforward understanding of how progress is being made over a longer time period.

An example of this confusion is Mauritius, which was reported as an achieved result in the Programme Implementation Report (PIR) 2010–11, but reappears in the biennium for 2012–13 as a target CPO. According to an internal document by EMP/CEPOL, as of 2009, Mauritius did not have a NEP but had developed a draft policy document, which was stalled in national internal policy processes in late 2011. As of early 2012, EMP/CEPOL

was clarifying what further technical assistance the country might be needed for finalization. While the example illustrates the realities faced despite ILO's efforts to facilitate timely NEP design and adoption, it shows the difficulty of reporting progress in the PIRs under the current indicator descriptors (see table 6 below).

**Table 6. Insufficient specificity of outcome indicators, Mauritius**

Mauritius	Planned (CPO)	Actual (as reported in PIR)
2010–11	(Target) MUS105 – The country has a National Employment Policy	A national framework called the Economic Restructuring and Competitiveness Programme (ERCP) was adopted in August 2010 by social partners. The country begins the process of formulating a National Employment Policy.
2012–13	MUS105 – The country has a National Employment Policy	

Sources: ILO. 2012. *Programme and budget 2012–13* (Geneva).

ILO. 2012. *Report of the Director-General. Programme implementation 2010–11*, International Labour Conference, 101st Session, Geneva, 2012 (Geneva).

### ***Overlap with other P&B outcome indicators involving employment policies***

During the desk review and in subsequent interviews, the evaluators noted the similarity in scope and coverage of several indicators linked to NEP development. The following indicators were understood by the evaluators to either involve complementarity or overlap with Indicator 1.1 in policy planning and reporting of results.

- Indicator 1.3: “The number of Member States that, with ILO support, put in place or strengthen labour market information and analysis systems and disseminate information on national labour market trends.”
- Indicator 2.1: “Number of member States that, with ILO support, integrate skills development into sector or national development strategies.”
- Indicator 2.5: “Number of member States that, with ILO support, develop and implement policies and programmes to promote productive employment and decent work for young men and women.”
- Indicator 19.1: “Number of member States that, with ILO support, make the goal of decent work increasingly central to policy-making.”

A review of the implementation plans for these indicators turned up a significant amount of overlap in reporting.

- For the 2012–13 biennium, a total of 60 CPOs are linked to Outcome Indicator 1.3 (as of March, 2012). Overall, a total of 20 countries, or roughly one third, have CPOs linked to both P&B indicators 1.1 and 1.3. Egypt, Ethiopia, Mongolia, Namibia, Sudan and Zambia are *target* CPOs that are common to outcome indicators 1.1 and 1.3.

- A total of 51 CPOs are linked to Outcome Indicator 2.1, of which 21 also link to Indicator 1.1.
- As of March 2012, 42 CPOs are under the Outcome Indicator 19.1 of which 11 were also linked to Outcome 1.1 (Brazil, Chile, Djibouti, Ghana, Jordan, Liberia, Mexico, Sierra Leone, United Republic of Tanzania, Uganda, Uruguay).
- For P&B Indicator 2.5 of the total 42 countries with CPOs, 24 were also linked to outcome 1.1.

Table 7 below shows some specific examples of multiple P&B indicators overlapping specific country programmes. While the designation between maintenance, target and pipeline partly explains the proliferation of CPOs within the system, the evaluators were not able to find a source explaining the overall policy picture within the country that indicated how ILO's policy support work was being made coherent and complementary.

The outcome indicators supporting various elements, capacities and processes within the employment policy cycle should communicate coherence and efficiency in the sense of strategic planning and resourcing for a given country. However, in some cases, the employment policy support work linked to the various indicators and involving the same country appeared to be not well coordinated.

Several interviewees expressed concerns over an element of competition between the various units for the number of country targets associated with a given indicator. While this competition may exist, the evaluators consider it part of the challenge linked to structure. Figure 8 below shows the current organizational structure in HQ for support to employment programming. In addition to a dedicated department for policy support, EMP/POL, a separate department supports research and analysis, and labour market trends reporting. Two other employment departments incorporate support for skills and enterprise policy development as part of their programming areas. The Integration Department and the Institute also support research and global analysis linked to employment policies, and the Department of Statistics supports labour market information systems.



**Table 7. Country programme activities with overlapping outcomes – 2012–13**

Country	Under Outcome 1.1	Category	Under Outcome 2.1	Category	Under Outcome 2.5	Category
El Salvador	n.a.		SLV 128 – Programmes and vocational training activities strengthened and oriented to labour market needs (in response to Pillar I of GJP)	Pipeline	The country, with ILO support, improves vocational training opportunities and employability of youth, incorporating specific needs of women	Pipeline
India	IND 101 – Decent and productive employment integrated into socio-economic policies through policy/action research	Target	IND 201 – Improved employability through enhancements to the skills development system that improve responsiveness to current and future labour market needs	Pipeline		
Malawi	MWI 101 – Conducive environment created and progress made towards increased, gainful and decent employment for men and women in the context of the MGDS	Target	MWI 105 CP description: Support to the development and implementation of an action plan on skills for employability	Target	MWI 102 CP description: Enhanced employment and self-employment opportunities for vulnerable groups, such as the youth, women and people with disabilities	Target
Russian Federation	RUS151 – New employment programme adopted and being implemented with the ILO support	Target	RUS156 – Skills development to increase employability of workers and to ensure job-rich economic growth	Target	RUS155 – Increased decent work opportunities for young women and men in selected regions	Target
Tanzania, United Republic of	TZA 101 – Employment and particularly youth employment issues are at the centre of national development policies	Pipeline	TZA 103 – Improved skills development strategies for employability	Target	TZA 107 – Creation of employment opportunities for young men and women	Pipeline
Viet Nam	VNM 128 – Improved policies, strategies and data for employment creation for young people and inclusive labour market management	Target	VNM 126 – Improved employability, especially of young people and women through quality vocational and entrepreneurship training	Pipeline		

n.a. = not applicable. Source: CP linked with P&B report as of April 13, 2012.

Apart from possible overlapping activities under different indicators referring to employment policy, in some case countries, this evaluation found significant results were being reported under multiple indicators within a single country. The programme implementation report 2010–11 reports El Salvador under 10 different indicators, Honduras under six, Bosnia and Herzegovina under four, and Malawi under three.<sup>44</sup> Although a wider scope of ILO activities in the country apart from NEP suggests a well performing cooperation, this may appear to be a reliable sign of success with NEP processes in such countries.<sup>45</sup>

In summary, the evaluation considers that the current configuration of the Outcome Indicator 1.1 and target does not adequately document the stage within the employment policy cycle sufficiently to explain the biennial repetitions found to exist. The evaluators conclude that the indicator is missing a *cycle* dimension to capture the NEP cycle and process. The evaluation could envision four generic stages being added to the target description:

- preparation and capacity building stage
- diagnostics, analysis and research stage
- policy formulation stage
- policy implementation stage.

The employment policy development process has been monitored mainly from the perspective of progress towards formal adoption of the NEP, and/or integration of employment targets and measurement within the national development plan. Different employment policy cycle stages require the implementation of different ILO support activities. Therefore, linking the additional cycle dimension to other employment policy-focused outcome indicators in a given country could provide a means of mapping the broader policy support effort, thereby adding clarity and documenting coherence and connectivity between the various initiatives.

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<sup>44</sup> El Salvador (general follow-up on GJP, the country is not 1.1 in 2010–11): 4.1 (improved knowledge on coverage of social security); 9.3 (analysis of business environment); 10.2 (workers' organizations achieve greater respect of fundamental rights); 11.2 (strengthened labour inspection); 12.1 (strengthening social dialogue institutions); 14.1 (freedom of association and collective bargaining); 16.1 and 16.2 (child labour); 17.1 (improved application of conventions); 18.1 (action on labour standards).

Honduras (the country is not 1.1 in 2010–11): 2.5 (skills for productive employment/youth employment); 3.2 (implementation of entrepreneurship development policies); 9.3 (analysis of business environment); 10.2 (workers' organizations achieve greater respect of fundamental rights); 16.1 and 16.2 (child labour).

Malawi: 1.1 (NEP in National Development Framework); 8.1 (HIV/AIDS at the work place); 16.1 (child labour); 18.4 (DWCP).

Bosnia and Herzegovina: 1.1 (NEP in National Development Framework); 9.3 (analysis of business environment); 13.1 (sector-specific standards for decent work); 18.3 (support for ratification of conventions).

<sup>45</sup> With El Salvador and Honduras showing weaker progress in NEP (even with general ILO presence in these countries high) against much better NEP outcomes in Bosnia and Herzegovina and Malawi (in spite of a generally lower ILO presence in these two countries).



(iii) **Are the resources devoted to priority actions and operational planning adequate to support national employment policy commitments?**

With fairly limited human resources, EMP/CEPOL has generated high-quality outputs that have supported national employment policy planning and dialogue in an effective manner. Apart from limited resources, the geographical distribution of field staff is not according to the distribution of targeted countries, and the balance of technical staff between regions is skewed in favour of the Americas and Asia, with fewer field specialists serving Africa region.

*EMP/CEPOL's human and financial resources*

After the initial formation in 2007 of EMP/CEPOL following a reorganization of the employment policy department, the unit in HQ was staffed with seven professionals and two general support staff in 2008–09 and 2010–11. Table 8 below shows resource trends in the operational budget of the EMP/CEPOL unit over the past two biennia. After an initial build up in regular budget resources, downward adjustments in regular budget allocations were made in 2012–13, the amounts for which were largely in line with overall ILO budgetary resources. The evaluators consider staff size as relatively low for the volume and complexity of work being done, suggesting good productivity levels within the unit. Unlike most other units, supporting employment programming, EMP/CEPOL does not have large portfolios of technical cooperation to augment staff capacities.

The current geographical distribution of field employment specialists is largely determined by the ILO field structure, which in turn clusters countries geographically under specific offices. For the current biennium, the Africa region lists 17 potential target countries against only four field employment specialists. This is contrasted with two targeted countries in the Americas but eight specialists being located in the region. While it is understood that employment specialists support a wider range of work, the evaluation noted that a fair amount of the policy support for the Africa region comes from EMP/CEPOL specialists in HQ. A revisit of the staffing plan between HQ and the regions, and between regions, may be necessary as a means to improve efficiencies. Overall, the number of field specialists supporting employment policy development is relatively high compared to other types of specialists. This partly compensates for the smaller technical cooperation portfolio.

Table 8 also shows that for the current biennium core professional capacities in EMP/CEPOL are not expected to increase and general service support has declined. This trend contrasts with growing constituent demand and workloads, as reported by staff. Expanding the ILO's capacity to implement its employment policy work will depend on more efficient spending of available resources and improved strategic leveraging of the employment policy design work with related decent work policy support. The Office has a large and growing basket of extra-budgetary resources to support employment initiatives at country level, however, often the policy components of these are not well developed or well connected to a broader policy strategy. An initial search of projects identifying

employment policy as a key word numbered several hundred though few of these had clear links to a national employment policy-making process.

**Table 8. Estimated EMP/CEPOL budget resources as reported in ILO budget documentation**

Source	2006–07	2008–09	2010–11	2012–13
	<b>Staff work months (Professional ‘P’ and General Services ‘G’)</b>			
Regular Budget (RB)	...	172 P; 43 G	174 P; 47 G	162 P; 24 G
Programme Support Income	9P	9P	10P	n.a
	Non-staff resources			
RB & Extra-budgetary Technical Cooperation (\$)	914 434	861 028	253 413	183 000
Regular Budget Supplementary Account (\$)	n.a.	161 006	0	n.a.

n.a. = not applicable.  
Sources: IRIS Strategic Management System, programme management SOC/SEC.

In order to be able to assist countries in the formulation of NEPs, the Office is facing different kinds of costs, which can be divided into the following categories (proposed by this evaluation):

- cost for diagnostics and analysis
- costs for capacity building of stakeholders
- costs of the NEP formulation process.

Diagnostics and analysis usually implies research and other kinds of assessments, meanwhile the capacity building of stakeholders implies training and the formulation of a NEP implies facilitation of political and policy dialogue. In recent years the Office has invested considerably in the development of tools, such as country-level employment diagnostic scans (employment assessment), the Turin NEP course (training) and orientation to facilitate policy formulation processes (NEP guidelines). The availability of these and other tools potentially reduces the costs of initiation of NEP support processes in new countries. However, it can also be expected that the overall cost of the initial stages of NEP support processes are more costly than the final stages, because they imply all three kinds of cost-related activities mentioned above. Since the Office is planning to launch a number of new NEP support initiatives, the amount of start-up costs for these could be considerable.

Of related concern is the evaluation finding that few countries have been able to effectively implement NEPs once adopted. This raises a possible cost-effectiveness issue of the

strategy, which is whether the effort to formulate NEPs that stand limited chances of being implemented is justified. This evaluation considers that it is, however, not without reconsideration of how employment policy budgeting, implementation, monitoring and review will receive increased support.

This evaluation does not find that large amounts of financial resources are necessary to launch a NEP process. In fact, the availability of resources is no guarantee for success, as was shown with El Salvador (El Salvador was a GJP country and had considerable resources available for diagnostics, training, etc., and hence the policy dialogue around employment issues – independently of its NEP or GJP nature – had more and better informed inputs at hand compared to other countries). The Office needs to find more reliable means to finance employment policy development over a longer term, drawing from a broad range of projects and operations for targeted support through the policy cycle.

### **3.3.2 Evaluation ratings of efficiency**

Sub-question 1: 3 (Satisfactory)

Sub-question 2: 2 (Unsatisfactory)

Sub-question 3: 3 (Satisfactory)

Overall rating: 3 (Satisfactory)

#### **Box 3**

##### **Overall summary of efficiency**

The quality, quantity, timeliness of services and outputs suggest good value for money and overall good internal and external coordination and communication.

The existing indicator framework does not support clear understanding of outcomes, achievements and progress within the broader employment policy initiatives supported by the ILO, and may additionally reinforce internal fragmentation.

There is a need to improve the financial reliability and efficient use of existing human resources in the field and to take advantage of the broad portfolio of employment projects, which incorporate employment policy, but with less than convincing approaches and dedicated budgets.

## **3.4 Impact/degree of change**

**To what extent have ILO actions had impact in the form of national employment policies focusing on generation of decent and productive employment, with special attention to vulnerable groups, and based on coordinated action from different line ministries, social partners and head institutions in the field of economic policy?**

This evaluation proposes to use ILO's definition of impact as the impact that a NEP process can have at country level. The existence of a NEP document, which includes the elements of an integrated policy approach and has been formulated in a participatory manner, and officially adopted, can create lasting national capacity changes for:

- innovating the approach of national employment policies;
- generating decent and productive employment;
- special policy attention to vulnerable groups;
- coordinated action from different line ministries, social partners and head institutions in the field of (macro) economic policy.

The analysis for determining the impact of ILO's NEP support strategy is based on the following sub-questions.

- (i) What is the degree of change achieved nationally with ILO support regarding employment policy? How do NEPs and NDFs address employment differently from before?
- (ii) How has the strategy supported realization of Convention No. 122, including but not limited to ratification?

### **3.4.1 Findings related to the evaluation sub-questions**

- (i) What is the degree of change achieved nationally with ILO support regarding employment policy? How do NEPs and NDFs address employment differently from before?

An important degree of change in the approach and the (discussion) methods for national employment policy design debates can be observed. With regard to changes in the broad treatment of employment generating policies, which incorporate macroeconomic conditions and changes to the institutional approach, including involvement of social partners, results have clearly been achieved in Bosnia and Herzegovina, Burkina Faso, El Salvador, Malawi and Viet Nam, and to a minor degree in India and Honduras.

The ILO's NEP support strategy is clearly responsive to development situations technically, however, it has performed less well in supporting employment policies in more complex or conflict-loaded political situations. More complex political situations go hand in hand with increased uncertainty related to achieving the consensus required for policy innovation.

Finally, social partners cannot fully benefit from the Office's actions due to limited capacity or will of the social partners.

The ILO has supported numerous countries in the formulation of NEP strategies. To assess the degree of change as a result of ILO's interventions, two sub-components were considered: (i) changes in the concepts, quality and approach of policies, as well as the

way a policy is formulated (e.g. participatory formulation or non-participatory formulation); and (ii) changes in the employment indicators or labour market performance (real sector) that could be expected after implementation of new policies. The evaluation was able to provide some evidence, if not a full assessment, about the ILO's impact with regard to the first component, only in a few cases, such as in Viet Nam, have policy diagnostics and reviews documented the policy effects on overall employment based on a set of employment policy reforms (e.g. Viet Nam's national employment policies of 2006–2011 were reviewed in detail to inform the national policy debate on issues to address during the upcoming planning period).<sup>46</sup> Also, because countries rarely implement the ILO's broad policy advice, but apply their more detailed planning outcomes, the ILO's contribution cannot be easily assessed against national employment effects. The impact of employment policies remains more of a research question linked to national policy evaluation, and not one directly relating to the soundness or usefulness of the ILO's policy support.

For this reason, this evaluation focuses impact assessment on the degree of change in concepts, approaches, quality and formulation process characteristics of employment policies within countries.

The ILO (draft) guidelines on NEP formulation processes describe the sequence of thematic action in a seven-stage phase (see figure 8).

The ILO employment policy strategy and technical contributions support multiple stages of a national policy cycle, and interventions are only made when and in forms agreed by national constituents.

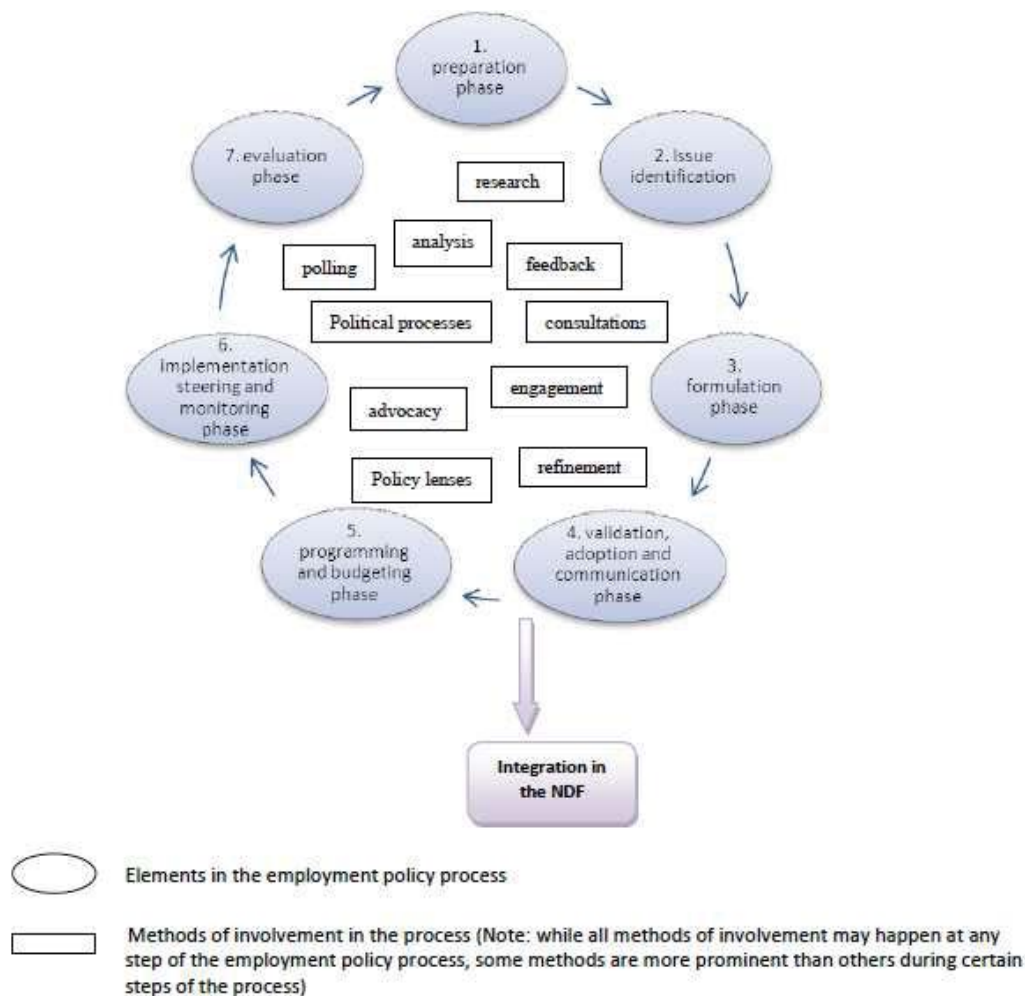
In earlier sections covering ILO effectiveness, this evaluation confirmed the usefulness of ILO support within the various means of action. Countries visited for the preparation of the case studies for this evaluation are mostly at stage 5 (programming and budgeting) with two more or less still at stage four (validation and adoption), as shown in figure 8.<sup>47</sup>

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<sup>46</sup> In the policy evaluation literature that uses randomization to evaluate the 'true' impact of policies, there is a consensus that it is extremely difficult to evaluate 'policies' at the aggregate and micro levels. Even with specific programmes/regulatory changes, labour market impact can be ambiguous, rather small, or inadequate. Additionally, the impact varies in the short versus long run. It also has to be recognized that, in general, conducting an empirically robust 'policy' impact analysis to review and inform the subsequent policy-making debate can involve enormous difficulties, not only because of general data limitations but also because of the need to isolate the 'causal' effects. Furthermore, substantial resources would be required to conduct such assessment.

<sup>47</sup> Bosnia and Herzegovina and Malawi were in the process of developing stage 5 during the field visits, El Salvador entered stage 3 some time ago but so far has so not moved forward to stage 4. Honduras has never formally requested NEP support (and is not a GJP country) but some action related to stages 1 and 2 were and are still being implemented under the employment and social protection joint programme with the European Union.

**Figure 8: Policy cycle stages for NEP formulation and implementation**



Source: ILO. 2012. *Guide for the formulation of national employment policies* (Geneva).

### ***Defining impact***

This evaluation considered the following two conditions for determining ILO impact based on the SPF 2010–15 indicator and definition of targets:

- (i) supported countries agree on a broader concept of employment generating policies, which considers macroeconomic conditions; and
- (ii) supported countries embrace a wider institutional approach, involving social partners, line ministries from the productive sector, as well as planning and finance ministries, in formulating employment-generating policies.

These two conditions establish a minimum achievement, providing for policy influence beyond the policy formulation stage, in order to allow for expected changes in real sectors to materialize in the future. We could consider these stipulations as necessary conditions.



Hence, an impact or degree of change question for this evaluation could focus on the degree to which these two concepts have been achieved in our case study countries.

These results have clearly been achieved in Bosnia and Herzegovina, Burkina Faso, El Salvador, Malawi and Viet Nam, and to a minor degree in India and Honduras.

The NEP approach is basically promoting active employment policies (compared to traditional passive employment policies). The degree of change a NEP approach provides to employment policies in a given country could be quantified comparing previous national employment policies with the result of the NEP formulation process and the country's share of active and passive policies. Of course, it is not the task of this evaluation to implement such a synoptic comparison country by country. However, for countries such as Malawi, the employment strategy resulting from the NEP process is the first time that the country has put together a national employment policy. In Bosnia and Herzegovina, the (entity based) employment strategies have also helped to boost the implementation of active policies.<sup>48</sup>

### *The ILO's impact in politically complex situations*

Employment is high on political agendas at national level. Most developing countries increasingly show commitment to the objective of employment promotion as part of their economic and social policies, and are making efforts to realize them. The 2008 international financial and employment crisis marked a turning point in national economic policy formulation and in the way employment policy is perceived. However, for many countries, especially developing countries, it is still not clear how to integrate employment generating, productive and growth policies, and which macroeconomic framework is the most appropriate enabling environment.

Evidence from the country case studies shows that employment generation is the most urgent priority for countries and the most requested form of NEP support. However, a NEP process cannot and does not provide easy and far-reaching employment generation. Since ILO's support to countries is most frequently based on knowledge building as an entry strategy for the process, the countries' development situation is technically very well addressed. However, the experience of discontinued NEP processes in several countries, and the current lack of implementation of NEP strategies that have already been approved, indicates that ILO is largely responding to stable or prosperous political environments.

As already mentioned, there are cases where the apparently higher levels of a requesting government did not have a clear idea of the kind of support a NEP process offers, and what this would imply for national stakeholders. On the other hand, the ILO does not seem fully prepared to be flexible in its responses to more politically complex or conflictive situations. The ILO support has concentrated on a subset of member States that are receptive to its messages and modes of working. The evaluation notes that the numbers and

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<sup>48</sup> See Bosnia and Herzegovina country case study on secondary technical education reform, skills development and their impact on youth employment.



kinds of countries expressing interest in ILO's advice are expanding, indicating a global shift in perceptions of the relative importance of ILO's messages, which are linked to the treatment of employment within national development contexts.

### *Impact of the ILO's employment policy initiatives on the social partners*

As specified in Convention No. 122 and reinforced in the subsequent framework documents of the past decade, the involvement of the social partners in the employment policy development process is considered imperative. This involvement and support to the process, and policy analysis and recommendations, help to identify and prioritize issues within the tripartite dialogue. The NEP process integrates partners in the tripartite dialogue, however, a review of the case studies points to some uneven achievements, in part because of the limited capacity or involvement of social partners.

- In Burkina Faso, feedback from the social partners in 2009 signalled that their involvement was mainly in the final NEP design stages, which may have limited their sense of ownership and support.
- In Viet Nam, capacity constraints and divisions within the social partners constrained their active involvement in the NEP dialogue.
- In Malawi, the social partners were part of the process, but they felt that they had not been in a position to provide a deep contribution to the policy debate, given their initial lack of knowledge. Both, unions and employers regretted being trained in November 2011<sup>49</sup> after the most important part of the NEP process had been concluded.<sup>50</sup>
- In Bosnia and Herzegovina, due to the decentralized nature of the national institutions, the institutionalization of a NEP process and a tripartite dialogue at State level is still a pending task.<sup>51</sup> Social dialogue exists for the two entities, the Federation of Bosnia and Herzegovina and the Republic of Srpska. So far, the ILO has worked at entity level, since the conditions for a NEP policy process at State level do not yet exist. In the Federation, social dialogue is traditionally weak and has not been strengthened importantly by the NEP process. Hence, unions feel that their voice has not been considered sufficiently, while the employers' contribution was limited by their own decision, since they seem still unconvinced of the usefulness of concepts used in the NEP discussions. In the Republic of Srpska, where the social dialogue is traditionally stronger, unions and employers were quite satisfied with the seriousness of acceptance of their inputs to the NEP process.

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<sup>49</sup> ITC Turin course on employment.

<sup>50</sup> This evaluation recognizes that countries where NEPs are developed for the first time invariably experience challenges in understanding the policy process and content. This can be and is being improved over time with capacity building by ILO, such as in the Turin course.

<sup>51</sup> For example, with the Social and Economic Council where most of the employment debate at State level takes place.

- In El Salvador, social dialogue exists but it is fragmented. An important group of workers and unions did not feel represented by the unions' representatives in the social dialogue. Employers' representatives indicated that the Government currently does not consider them as a party to be consulted in any social dialogue.
- In Honduras, the link between the NEP process and a wider social dialogue was a fundamental component of the policy debate. After a prolonged interruption following the 2009 political disturbances, tripartite dialogue was successfully re-established around negotiations for a minimum wage adjustment mechanism. The entire dialogue process around employment policies benefited greatly from this new understanding and vice versa.

### *The causal logic for strategy impact*

The Office currently defines its impact through the indicator targets. For Outcome 1.1 this is defined as:

Number of member States that, with ILO support, integrate national, sectoral or local employment policies and programmes in their development frameworks, measured as:

1. National development frameworks that prioritize productive employment, decent work and income opportunities within their macro analysis, sectoral or economic stimulus strategies
2. Comprehensive NEP and/or sectoral strategies are developed, in consultation with social partners, and endorsed by cabinet, parliament or inter-ministerial committees.

This evaluation finds the ILO's way of defining the impact of NEP policies through the indicator targets establishes measurement criteria which do not express results as a degree of change, but more as a milestone to be met. The first target measurement is formulated very broadly, raising concerns that too many non-specific activities could fit the requirement. The second target measurement requires a participatory NEP formulation process and its official approval, which describes characteristics or qualities of a process but not a degree of change in national practices.

This evaluation has already suggested that the ILO consider adding an additional dimension to its measurement of results that captures changes to the ways in which various national policy cycle stages have been adapted as a result of ILO support.

- (ii) **How has the strategy supported realization of the Employment Policy Convention, 1964 (No. 122), including but not limited to ratification?**

The formulation and adoption of NEPs as supported by ILO under Outcome 1.1 responds to individual country needs to find an effective and efficient way for employment generation and active labour market policies, which is key to implementing Convention No. 122.

Although a full assessment of the impact of Convention No. 122 is beyond the scope of this evaluation, the review of global and national documentation and key interviews largely support the evaluation's finding that the Convention has been an effective reference point and instrument for shaping global governance of national employment policy development and the right to work. Its values are reflected in many of the national development frameworks of ILO member States. Full realization of Convention No. 122 is lagging in part due to national capacities and competing development priorities. The strategy to support member States to improve their policies for productive employment, decent work and income opportunities is found to respond to member States' policy needs to promote and protect productive employment.

As of February 2012, 104 countries had ratified Convention No. 122. The majority of ratifications came within the first two decades after its creation. In the 1980s, the lowest number of ratifications was recorded with only eight between 1980 and 1989.

This trend reversed in the 1990s, with a higher number of ratifications and an increase in demographic coverage. Between 1990 and 1999, 21 countries ratified the Conventions, including the People's Republic of China and India in 1997 and 1998, respectively. The very large populations of these two countries considerably expanded the demographic coverage of the Convention. Recent ratifications have coincided with growing perceptions over the failure of deregulation and a general belief that state intervention is to some extent beneficial if not necessary for employment creation and economic growth.

Since 2009, the Office has supported renewed measures to promote ratification of the Convention. An action plan for the SPF 2010–15 commits to the development and dissemination of promotional packages and tools to build capacity on ratification and implementation. Joint initiatives undertaken by NORMES and EMP/POL were reported to have benefited 53 countries during 2010–2011. Monitoring and evaluating the effectiveness of these efforts is undertaken largely through regular reporting schedules for those countries having ratified and through periodic general surveys.

According to the 2009 General Survey on employment instruments, which collects information from all ILO member States, whether ratifying or not, the vast majority of countries reporting indicated that they have introduced the notion that the promotion of full, productive employment and freely chosen employment provided for in Convention No. 122. A fair number report that this is being embedded in legal or constitutional texts.

The Convention further calls on governments to review and assess the results of employment policy measures. Countries are expected to establish mechanisms to monitor progress towards full, productive and freely chosen employment, and to ensure coordination among key institutions. In the 2004 general survey report, the Committee of Experts highlighted the need for countries to improve statistics and LMIS to effectively analyse the employment trends and the impacts of employment policies, to better meet this component.

Internal administrative and structural problems as well as limited capacities and resources were the main national constraints highlighted in a number of country reports. Several countries raised concerns about the restrictions being placed on policy options, including perceived conditions for policies on a country's social and economic development.

Two areas where ILO can be more persistent in supporting implementation of Convention No. 122 is in the capacity building and follow-up support activities delivered by the Office for monitoring various components of the national employment policy and strategy, which calls for more direct support to improve national statistics and LMIS. The ILO could make better use of international labour standard supervisory mechanisms to monitor the implementation of adopted NEP, i.e. real application of Convention No. 122, especially in the countries that have ratified the Convention.

### **3.4.2 Evaluation ratings of impact**

Sub-question 1: 2 (Unsatisfactory)

Sub-question 2: 3 (Satisfactory)

Overall rating: 2.5 (Satisfactory)

#### **Box 5**

##### **Overall summary of impact**

Change has so far been achieved in the approach and use of concepts for employment policy, within the understanding of the need for a wider scope of institutional debate for formulating employment policy. In some countries, initial change in the institutional setup for this debate has been observed as well in an increased quality and improved thematic agenda involving tripartite dialogue. Convention No. 122 is well connected to NEP support and is helpful for pushing forward the NEP debates. However, the reciprocal support between the two can be reinforced further to achieve a clearer understanding of which services and tools are required for support in meeting the conditions set out in the Convention.

## **3.5 Sustainability**

Have ILO interventions been designed and implemented in ways that have maximized sustainability at country level?

Sustainability considers the likelihood that the benefits from ILO support could continue once ILO's support ends. ILO cannot be held responsible alone for sustainability. However, the process of support can lead towards sustainability in the sense that this process fosters required conditions, structures or outputs, which help to prepare the ground for sustainability. The analysis for determining the sustainability of ILO's NEP support strategy is based on the following sub-questions.

- (i) To what extent have the ILO strategy and means of action been designed and implemented to maximize sustainability of national policy processes and of results achieved through the implementation of these new policies at the country level?
- (ii) Are the ILO's internal capacities and practices sufficient to sustain the employment policy strategy over a longer term?

### 3.5.1 Findings related to the evaluation sub-question

- (i) **To what extent have the ILO strategy and means of action been designed and implemented to maximize sustainability of national policy processes and of results achieved through the implementation of these new policies at the country level?**

The ILO's means of action have been designed and put together (as a set of products and services) which potentially enable sustainability. However, to achieve such sustainability NEP processes necessarily have to move forward to a point, which in practice can only be achieved after formal NEP approval and incorporation in national development strategies (NDS) (Indicator 1.1) and budgets.

Evidence from the field shows that prior to implementation there is need to establish a more enduring institutional framework for promoting and enforcing accountability for following up on the approved NEP. The ILO strategy on how to support the post NEP approval stages has still not been designed in an integrated manner but is considered crucial by the evaluators for ensuring minimum required conditions for sustainability.

Capacity building of constituents still remains a risk factor to sustainability.

More work is still to be done in establishing national institutional frameworks for the ongoing dialogue on integrated employment policies, funding and the coordination of their implementation, including effective monitoring and evaluation of policy performance.

By definition, the sustainability of any achieved results is the probability that produced outcomes will be used and changes institutionalized so that the benefit generated by the ILO's support will have a lasting benefit to national institutions and stakeholders after support ends.

More specifically, for a NEP process this would imply that the achieved changes in conceptual approaches will not be lost in the future, that employment policy debates remain integrated and based on a wide scope of social dialogue and that designed NEP policies advance to the stage of implementation.

Sustainability of these results would be based on capacities created in the countries to use the new employment policies. The availability of an institutional framework for such a debate is considered central to sustainability. The evaluation has shown that ILO support and inputs have so far concentrated on the analysis and assessment of employment

policies, and on building the partnerships with national institutions in order to bring all required stakeholders on board during NEP discussion and formulation processes. More work is still to be done by governments in establishing enduring national institutional frameworks for the ongoing dialogue on integrated employment policies, funding and the coordination of their implementation, including effective monitoring and evaluation of policy performance.

This evaluation considers that results achieved by the ILO so far in NEP processes are satisfactory but that the minimum necessary conditions for their sustainability are still not established by many of the governments implementing these policies. As has been found in several case studies, the sustainability of ILO support tapers away at the budgeting and implementation planning stages, despite ILO's effectiveness in supporting formal NEP adoption. The evaluation considers that more work will be needed by governments in preparing institutional setups for NEP sustainability. The ILO can contribute to this with coherent development of tools and support services that NEP budgeting and implementation, and the monitoring and evaluation of results.

The sustainability of NEP processes seems to be at risk in some countries, given the absence of relevant and realistic employment targets. Employment targets become realistic once actions required for their achievement are feasible, mostly regarding the availability of resources. In order to achieve these conditions, the ILO will probably need to increase its support for earmarking public and development budgets to measures aimed at increasing employment outcomes. The ILO has progressed in developing tools and training on how to translate policy priorities into budgetary policy and actions, linking to specific expenditure frameworks. Application of these tools has been well received by governments where they have been offered.

Within the policy cycle, the evaluators find limited attention is being given to the importance of government monitoring and assessing the impact of their employment programming to add evidence to what works and does not work in a given country context. The global knowledge base offers visibility of these results but the number and focus of studies could be widened based on implementation experiences. Related to this is the demand noted in many countries for support to strengthen national research and statistical offices to more regularly carry out such studies. The case studies reviewed for this evaluation show that where capacity already exists, such studies can be institutionalized as part of the NEP diagnostic process (India and Viet Nam) but where it is lacking, sustainability is far less likely.

Several case study countries expressed a strong interest in improving their governments' capacities and practices for monitoring employment policy implementation, mirroring much wider country demand for ILO support in building national LMIS. For these countries, the sustainability of the NEP processes will depend on their ability to understand and respond to labour market developments on a real-time basis.

- (ii) **Are the ILO's internal capacities and practices sufficient to sustain the employment policy strategy over a longer term?**



The ILO regularly undertakes country-level stocktaking for self-assessment of its support in the design of NEPs and to learn from past experiences to strengthen its support for inclusive policy-making. The studies review policy processes in each country and the role of stakeholders in the process, and provide lessons learnt for future country-level work. The stakeholders' role in the policy process is reviewed through interviews conducted with social partners.

The above practices help to explain the progress achieved in advancing ILO's strategy substantively and operationally. Additional factors weighing in favour of sustainability are the calibre of analysis and tools, know-how of staff, and a minimum resource base to sustain core competencies and feed the knowledge base. Risks to future efficiency could relate to the need to achieve synergies to align operations with those of other parts of the Office to support combined efforts.

Externally, the ILO enjoys high visibility and interest from G20, ECOSOC and IFIs in part due to the global economic downturn and the deteriorating employment situation. These shared concerns have helped to spur an evolving ILO portfolio responding to national demand, but continued ILO responsiveness and follow through will depend on maintaining current, or expanding, resources and capacities.

The strategy also faces some risks related to the role and actions of constituents. To engage social partners in particular, an employment policy has to offer some important content to all dialogue partners. The discussion of employment problems of concern to social partners needs to be part of social dialogue and even a NEP approval process. In some countries, domestic issues can undermine this from happening. In others, macroeconomic frameworks and integrated employment policy concepts may focus predominantly on the informal economy, offering largely indirect links to employers' and workers' organizations that may have diminished interest in supporting the process.

Social partners have benefited from being an integral part of consultations on employment policy issues, which go beyond the classic tripartite thematic agenda. Social partners did benefit as well from additional knowledge and other capacity building outcomes. However, they have not been able to fully take advantage of these inputs. Knowledge gaps between governments, employers and unions remain widely unchanged since all three partners benefited in a similar way but started at different levels of absorptive capacities. Even if all three parties benefited from NEP support and improved their knowledge and capacities, the relative position of disadvantage for a weaker social partner has not changed, since their capacity for providing a more indispensable or specific input to the process did not improve relative to the others.

The experience from El Salvador additionally shows that a NEP process does not automatically lead to strong social dialogue. A significant part of a NEP discussion can widely exclude specific areas or omit one or more of the social partners. A second problem in El Salvador refers to the institutional framework for NEP processes. Employment policy has been discussed in the recent past in the Economic and Social Council (under the Ministry of Planning) rather than in the traditional tripartite dialogue platform (under the



Ministry of Employment). The strength of the institutional social dialogue platform in the Ministry of Employment and more importantly the position of unions and their possibility to provide meaningful inputs to a NEP discussion have thus been weakened.

### **3.5.2 Evaluation ratings of Sustainability**

Sub-question 1: 2 (Unsatisfactory)

Sub-question 2: 2 (Satisfactory)

Overall rating: 2.5 (Satisfactory)

#### **Box 6**

##### **Overall summary of sustainability**

Minimum necessary conditions for NEP process sustainability have advanced over the past five years but their sustainability requires improved follow-up on post-NEP approval. There is not yet a clear ILO strategy or set of tools and services defined for these phases, though initiatives are being made in specific countries.

NEP processes offer the opportunity to generate an improved institutional, knowledge and capacity environment for engaging social partners in employment policy processes, but the sustainability of social dialogue elements will require targeted support to the social partners to better level the various capacities.

The ILO has demonstrated innovativeness and resourcefulness in making use of its available human and financial resources, suggesting good prospects for the sustainability of its employment policy services.

## 4. Lessons learned

### *With regard to NEP design*

- The knowledge products developed by ILO are valued by partners and stakeholders. ILO's ability to involve tripartite constituents in policy development is considered critical and unique.
- The launching of analytical papers on the employment challenges helps identify key intervention issues and focuses consultations on determining the priority areas of the NEP. Good research and knowledge provided by ILO to target countries in a package together with lobby and facilitation of a NEP process has been able to lead most of the assisted countries through a NEP process.
- Setting up a national tripartite committee ensures active participation of all ILO constituents and identifies sources of capacity building of the stakeholders.
- Mainstreaming of the priority areas of the NEP in the long-term development framework of a country greatly improves the chances that funding for the implementation of the NEP will be considered in the allocation of resources.
- Working with the government to make explicit and unambiguous the channels of authority related to who within government has the appropriate mandate for decision-making is essential for a policy-focused initiative.
- For the selection of countries which are expected to participate successfully in a GJP or NEP process, ILO should not only consider the need for such a process but also the countries' technical and political conditions required to see it through successfully.
- Governments rarely consider employment as part of MDG 1 as a driving force for their commitment to pro-employment policies.

### *With regard to NEP implementation*

- The designation of resources and institutional setups for NEP implementation are the most striking questions for governments to immediately address. In the case study countries receiving important amounts of external aid, starting to solve the institutional designation could clarify for other development partners how they can support countries in solving employment problems.
- The experiences of several case studies suggests that different institutional and administrative setups apparently lead to different levels of performance even when it comes to the implementation of similar policies and activities.

- Considerations of different levels of institutional performance for the implementation of NEPs, however, can be important for any given country, as soon as implementation plans define tasks, goals and targets for different levels of government.
- Knowledge building for policy-making needs to focus on connecting employment and the labour market with the broader macroeconomic and microeconomic frameworks, while also generating labour market information to align with macroeconomic datasets (government statistical offices versus administrative data).
- Implementing a NEP institutional framework needs to address constraints in the legal, institutional and policy framework affecting employment and requires the involvement of a wide cross section of policy-makers. Institutional coordination requires endorsement from high-level authority, which would, ideally, drive the process.
- Employment policy needs to be on the agendas of key thematic planning committees and also integrated into the national monitoring framework; policy needs to become part of the budgetary process, rather than funded through other specialized process; in developing countries, policy needs to be discussed and understood in major donor forums.
- Implementing the NEP within the overall national development plan needs: an action plan within the results framework with expected outputs and associated costs; clearly defined roles and responsibilities of stakeholders for implementation; overarching authority to exercise accountability for implementation; and an ongoing coordination process and capacity support.
- The development of a monitoring and evaluation system sensitive to the employment dimension needs national information, and monitoring and evaluation systems to monitor effectiveness and efficiency against stated targets. LMIS are often unreliable and labour market databases are inadequate, whilst labour force surveys are too infrequent for monitoring employment. It is, therefore, often not possible to assess the changing employment and unemployment situation in order to monitor and adapt.

All the above issues have been undertaken in very different countries to implement the NEP action plans, and institutional arrangements and monitoring and evaluation plans.

***With regard to ILO organizational practices***

- Too little attention is paid to follow results-based management practices, such as developing internal workplans and tracking investments and progress. Monitoring

the effective use of financial and human resources in these initiatives, therefore, remains challenging.<sup>52</sup>

- Considering that policy and technical support to governments are among the most critical area of ILO's work, the availability of field experts in a consistent manner is important. The presence of employment specialists in the regions is critical in ensuring important follow-up work will be done after the drafting of a NEP.
- Policy development is an incremental and continuous process that does not involve designated end points or deliver clear-cut final outcomes. The results frameworks and progress markers need to be interpreted with this in mind.
- Effective visibility among the international and national donor community demands strong dissemination of major analytical reports, position papers, progress reporting, with appropriate links and reinforcement of national and UN complementary web pages, etc.
- Embedding employment policy within the UNDAF's socio-economic development initiative can empower both the UN and the ILO to speak with one voice and, more effectively, through joint outputs and forums.
- Integrating the policy components of various employment-focused initiatives such as labour market information, and local employment development and sectoral strategies, can facilitate governments' and the UN's understanding of ILO's main policy messages, and reinforce capacity building among key ministry departments.

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<sup>52</sup> Overall efficiency has been rated as satisfactory. However, there is still space for improving efficiency, following this specific learned lesson.

## **5. Conclusions and recommendations**

### **5.1 Conclusions**

This report has profiled a number of factors that indicate the performance of ILO's strategy to support the development of national integrated and inclusive employment policies. To name a few, the ILO enjoys growing international visibility and voice on employment policy issues; it has in place solid leadership and an impressive range of technical competencies to support the delivery of its tools and services; it can and does draw upon strong national tripartite networks and partnerships, and enjoys a widespread and favourable reputation for its technical knowledge base and organizational integrity in the countries where it works.

In terms of operational effectiveness, the ILO has demonstrated its reliability in completing its programme of work and mostly meeting performance targets over the past three biennia. Cost effectiveness is also considered adequate for the results generated through to the NEP adoption stage. Finally, the ILO has demonstrated innovativeness in adapting its approaches as a result of the international financial and employment crisis that is currently affecting nearly all member States.

However, the ILO can and should improve the impact and sustainability of its strategy and capacity by articulating a longer term vision of how countries can support employment policies through all stages of the employment policy cycle. Internally, this will probably involve introducing changes to the current configuration of technical support in the various programmes linking to employment policy development with the aim of improving the coherence of ILO policy messages at country level. In addition, this evaluation also points to the likelihood of additional efficiencies being realized through such a rationalization process. Finally, an improved accountability framework and results orientation for the strategy would improve efforts to generate implementation results at country level. See figure 2 for overall evaluation ratings associated with key performance questions posed by the evaluation.

### **Relevance**

So far, the ILO's NEP strategy has proven to be relevant in supporting countries and the Office to align country needs and ILO responses in terms of thematic issues, learning processes, capacity building, policy innovation and strengthened social dialogue. The Office has been able to select countries willing to develop NEPs and gear interventions to their situations. The evaluation credits the ILO with advancing global awareness of the issues and appreciation of the types of policy interventions with the potential to tackle countries' employment problems. Countries' demands have been met satisfactorily, as have policy-makers' requests for tools and guidelines. The ILO's NEP support has so far

been highly relevant in implementing the Social Justice Declaration and International Labour Conference mandates of 2010<sup>53</sup>.

## Effectiveness

As regards the NEP processes, the ILO's strategy and means of action have mostly been effective from their formulation through to their adoption. Means of action need to be further strategized in order to be effective in supporting implementation phases. There is also a need to scale up efforts on knowledge building, partnerships, policy coherence and coordination efforts at all stages, and on the institutional constraints affecting NEP implementation. The social partners have strengthened their positions during policy deliberations beyond traditional tripartite agendas. Important achievements have been made regarding capacity building. However, the social partners, and particularly the unions, often face additional challenges to fully taking advantage of these efforts. An evolving strategy to support the NEP process can be seen in past efforts, and there is already some understanding and discussion in the Office regarding future directions for such support. In general, elements and actions from different ILO units are complementary, but there are some overlapping activities that should be adjusted.

## Efficiency

The quality, quantity and timeliness of services and outputs suggest good value for money. Internal and external coordination and communication were found to be adequate. The current structural approach to supporting NEP development may be too standalone. The existing indicator framework for the strategic objective on employment does not support clear understanding of country-level outcomes, achievements and progress within broader ILO employment policy initiatives, which may reinforce internal fragmentation. Repeated assistance to countries under the same outcome indicator and country programme activities under overlapping outcome indicators do not adequately reflect the support and progress being made within the broader policy cycle. The monitoring of underlying efficiency differences in NEP processes in different countries misses a defined set of minimum scope or quality standards for NEP formulation. Field employment specialists are not distributed consistently enough to support current and future (pipeline) NEP-supported target countries. Africa-based support in particular appears under supplied.

## Impact

Although the need for a wider institutional debate on formulating employment policy is appreciated, change has already been achieved in the approach and use of employment policy concepts. In some countries, initial change in the institutional setup for this debate has been observed through an improvement in the quality of the thematic agenda involving tripartite dialogue. Convention No. 122 is well connected to NEP support and is helpful in pushing forward the NEP debates. However, reciprocal support could be reinforced to

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<sup>53</sup> ILO: *Employment policies for social justice and a fair globalization*, Report VI, International Labour Conference, 99th Session, Geneva, 2010.

achieve a clearer understanding of the services and tools that are required to meet the conditions set out in the Convention.

## Sustainability

The minimum necessary conditions for sustaining the NEP formulation process are largely in place although national follow-up post-NEP approval remains weak. This is partly due to national budgetary constraints and internal government coordination issues. Tools and services for these phases within the ILO strategy have only recently been defined. NEP processes offer an opportunity to improve institutional, knowledge and capacity environments when engaging social partners in employment policy processes. Country case studies show that this is not automatic and situations can arise where specific groups end up in disadvantageous situations. More attention will need to be paid to this.

**Figure 9: Overall ratings on evaluation criteria**



## 5.2 Recommendations

**Recommendation 1:** Ascertain more thoroughly the nature of national demand, including capabilities and political will to conclude an NEP process; advance NEP initiatives based on a well-informed message from senior planning officials of their intention to support an NEP process through to adoption and implementation.

**No. 1**

**Priority: ▲ ▲**

**Responsible units: EMP/CEPOL, EMP, CO**

*Suggested next steps*

- Strengthen the relevance of ILO's input for and promotion of institutional setups for devising integrated employment policies.



- Integrate into the strategy alternative levels and forms of support to respond to constituent demand for either general advisory services on employment policies, or customized policy analysis to address specific policy issues.

**Recommendation 2:** Improve the translation of findings under an integrated assessment of labour market requirements into policy options and definitions of activities, which are expected to produce the desired changes.

**No. 2**                      **Priority: ▲**                      **Responsible units: EMP/CEPOL, EMP/Policy**

*Suggested next steps*

- Define a minimum set of macroeconomic conditions in a given country, which could be considered as favourable for employment generation, as well as an assessment of the probability that these conditions materialize or do not change importantly.
- Consider the use of a standardized tool for evaluating the scope of mutual impacts between external macroeconomic conditions, and macroeconomic and sector policies on labour markets and income in order to find a best fit in the definition of a policy mix.

**Recommendation 3:** Generate more comparative studies and use the ILO Global Knowledge Base to share policy insights on the feasible policy mixes that are tried.

**No. 3**                      **Priority: ▲ ▲ ▲**                      **Responsible units: EMPLOYMENT, Institute**

*Suggested next steps*

- The debate regarding the content of national policy proposals should take full advantage of the generated knowledge. ILO (including the Institute) should expand its research on innovative policy proposals for the implementation of national employment strategies.

**Recommendation 4:** Advocate up front, and to all, the vision for tripartite engagement and processes that both constituents and staff are to follow. This in turn can help to ease tensions and reign in expectations of what the processes will deliver.

**No. 4**                      **Priority: ▲ ▲**                      **Responsible units: EMP/CEPOL, CO**

*Suggested next steps*

- Involve social partners in the initial identification of priority areas for capacity building. This further underscores to government and international partners the need to involve the social partners from the beginning in the NEP process.
- Consider the possibility of separating the technical discussion of employment issues from the political discussion and try to move forward with the technical debate in order not to discontinue the entire process

- Add elements to the ILO's capacity building needs to address differences in unions' and employer groups' capacity; deliver less technical versions of research results to a wider audience.

**Recommendation 5:** Better connect the NEP with the overall policy-making processes, including budgeting, monitoring and evaluation mechanisms.

**No. 5**                      **Priority: ▲ ▲**                      **Responsible units: EMP/CEPOL, CO**

*Suggested next steps*

- Know and make use of the government planning processes generally and the PRS cycle and their institutional arrangements in particular. This will involve finding new ways of working that better support nationally led processes and national priorities.
- Roll out decent work assessment tools to support better policy analysis during DWCP formulation.
- Move forward ongoing work on budget and public expenditure reviews for national governments in order to identify where resources could be made available. Document the integration of employment indicators within NDFs, including those linked to MDG 1.
- Develop guidance and step up support on national M&E frameworks for NEP implementation and build tools to more directly support this important area of work.

**Recommendation 6:** Strengthen the promotion of international goals and conventions for their use in the framework of national policies.

**No. 6**                      **Priority: ▲ ▲**                      **Responsible units: EMP/CEPOL, CO**

*Suggested next steps*

- The UN has already initiated a debate on the definition of a global development agenda post-MDG 2015. ILO should use lessons from the NEP processes to understand in which way employment policies should be highlighted in a future global agenda, and how these future messages could be delivered to countries and achieve more attention than currently generated through Convention No. 122 and MDG.

**Recommendation 7:** Define a more explicit strategy for NEP support from ILO and proposals for the establishment of institutional frameworks, which allow for follow-up after NEP approval.

**No. 7**                      **Priority: ▲ ▲ ▲**                      **Responsible units: EMPLOYMENT, DWT, CO**

*Suggested next steps*

- Try to build longer term partnerships with development partners in supported countries to secure the funding and implementation of follow-up activities after NEP adoption, and focus on the development of feasible action plans for NEP implementation.
- In order to improve ILO's effectiveness in working together with development partners (most notably the Bretton Woods institutions), ILO should explore ways in which it might work closely, such as with the International Monetary Fund, in addressing employment as part of its Article IV consultations.

**Recommendation 8:** Consolidate the outcomes addressing employment policy within a coherent results framework for the P&B 2014–15.

**No. 8**                      **Priority: ▲ ▲**                      **Responsible units: EMP/ED, CEPOL**

*Suggested next steps*

- Introduce in the next P&B an additional target under Indicator 1.1 to capture progress within a generic employment policy formulation and implementation cycle.
- Review existing employment-focused P&B outcome indicators against the underlying work to identify possible duplication, fragmentation that in turn may cause inefficiencies, and review employment specialist staffing configurations in HQ and the regions to re-align with national demand.
- Define a set of minimum standards regarding the scope and quality of NEP formulations and implementation stages in order to enable ILO to monitor and assess underlying efficiency differences in the NEP processes between countries.

**Recommendation 9:** Revamp the resource mobilization strategy for supporting NEP within the context of the DWCP.

**No. 9**                      **Priority: ▲ ▲**                      **Responsible units: EMP/CEPOL, CO, PARDEV**

*Suggested next steps*

- The Office should explore options to reference the national development context as the basis to identify a larger Office resource basket within which different areas of technical support could be timed and financed. Multiple parts of the Office could link to these funding windows based on the priorities identified.
- The Office should provide sufficient time and resources to ensure a comprehensive national planning process that is driven by country-level consensus on priority actions.

**Recommendation 10:** Move forward on developing a comprehensive guide for ILO's joint internal teamwork processes to support designing and implementing employment

policy within a broader policy cycle context. This should not be limited to promoting the processes alone but should also include the results to be achieved from the joint work, such as evidence of how the policy focus has been improved at key stages of the process.

**No. 10**                      **Priority: ▲ ▲ ▲**                      **Responsible units: EMP/ED, DWT**

*Suggested next steps*

- CPOs should be planned and implemented as strong elements of national employment support strategies and kept current, with well-specified indicators, targets and progress reporting. Where appropriate, the DWCP should be revised to identify opportunities to support national employment policy processes in an integrated manner.
- Consider how emerging DWCP policy assessments and existing NEP guidelines could be made complementary.

## **6. Office response**

The Office welcomes these findings and is pleased to note that the report recognizes substantive progress achieved. The Office endorses the findings regarding effectiveness, innovativeness and impact including increased international recognition and the favourable reputation for the technical knowledge base and organizational integrity. The Office would like to underscore the finding regarding the strong tripartite networks and partnerships that have been established.

### **Recommendation 1**

The Office agrees with this recommendation and indeed systematically analyses the nature of demand for NEP, which is reflected in the DWCP priorities and/or communicated formally by the highest authorities. It also engages from the outset in a dialogue with authorities including with the ministry of planning to assess national commitment and to advise on how to promote coherence and coordination across different areas and phases of development planning, policy adoption and implementation. However, this does not fully eliminate the risks of lags between planning and budgeting cycles as countries have different timelines, and the planning and finance authorities and/or the parliament ultimately arbitrate amongst competing and changing priorities.

### **Recommendation 2**

The in-depth policy reviews and diagnostics undertaken at the outset of the NEP process provide policy-makers with informed basis on alternative policy options for generating more and better employment that are discussed in tripartite settings. In selected countries, model-based scenarios and projections are built. In the follow-up to this recommendation, this practice will be expanded. Regarding pro-employment macro-economic frameworks, the Office has been enhancing its analytic and advisory capacity since 2010, including by developing a global product for employment targeting in 2013–2014 which will contain recommendations on how macro-economic frameworks can be made employment friendly in diverse contexts and which will be used for policy advice.

### **Recommendation 3**

We agree with this recommendation, once the new Global Knowledge Base on Employment Policy under construction is completed, this will facilitate the elaboration of comparative studies. This will complement the series of country studies on employment policy and the comparative good practice examples that are already integrated into the global products. With respect to M&E mechanisms, a new initiative has been launched since the evaluation was carried out to assess and compare country practices and disseminate findings by 2014.

### **Recommendation 4**

Tripartite engagement and dialogue is central to the Office's approach, as underscored in the evaluation results. Regarding the first part of the recommendation, we highlight that the new guide on NEP released recently codifies the vision and practical steps, drawing on audits of social partners' engagement. We agree that capacity differences and sometimes

fragmentation among social partners are real issues when considering the range and complexity of topics involved in an employment policy cycle. When resources can be mobilized, capacity-building initiatives at country level will be multiplied for each social partner along with tripartite dialogue. Another practical step initiated in this biennium, is the adaptation of the NEP guide tailored to trade union audience.

### **Recommendation 5**

This recommendation overlaps with and has been partially replied to under recommendations 1 and 3. The Office will advance innovations in diagnostic and implementation tools, including M&E and public expenditure review methodologies. However, the application of the latter requires substantive resources.

### **Recommendation 6**

The Office has advocated and integrated employment targets under Goal 1 of the MDGs since 2005. In preparation for the post-2015 development agenda, these advocacy efforts will be intensified at country and global levels, in addition to ECOSOC, G20, post Rio+20, for a stronger focus on employment promotion and to forge multilateral support. Lessons from country experiences with NEP are continuously fed into these processes.

### **Recommendation 7**

The Office assists countries in implementation following the adoption phase, through many streams of operational strategies and capacity building covered under other indicators, e.g. Employment Intensive Investment Programme (EIIP), youth, LMI, crisis-response). In follow-up to this recommendation, this strategy will be made more explicit and visible. The current practice of supporting countries develop integrated implementation action plans which act as a catalyst for resource mobilization and partnership with UNCTs and Bretton Woods institutions, the EU and donors, will be generalized. Cooperation will be enhanced with IMF on reviewing the employment dimensions of Article IV consultations drawing on Office research on this topic. The Office is preparing a plan of action to follow-up on the 2012 ILC conclusions on the call for action regarding youth employment crisis. This plan includes activities to promote stronger partnerships with regional development banks and a resource mobilization strategy for youth employment.

### **Recommendation 8**

The Office agrees with the need to review indicators of Outcome 1.1. This revision should give more explicit support to implementation beyond policy development; introduce flexibility acknowledging multiple pathways that employment policy adoption and implementation can take; and better connect with operational strategies and targeted action e.g. youth covered by other indicators and outcomes. This revision will be introduced at the time of the preparation of the next Strategic Policy Framework.

### **Recommendation 9**

Limited resources (field/HQ staff and financial) constrain timely and extended support ranging from diagnostic stage, to capacity building, policy formulation and implementation to respond to a large number of demands in a biennium- about 60 country requests. The evaluation has noted the high degree of efficiency in the use of available resources. The

main issue is to mobilize more resources concomitant with the increasing demand particularly in the crisis context. The Office will continue on-going efforts to mobilize extra-budgetary resources for country-level support and for developing global tools, facilitating informed tripartite dialogues, capacity building of constituents and strengthening the Office's global team on employment policy.

### **Recommendation 10**

The Office's experience on NEP development is informing the development of the new methodology for decent work country level policy analysis which aims at supporting employment policy development within a broader decent work framework.



## Annex 1. Terms of reference

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### Independent evaluation of the ILO's strategy to integrate inclusive employment policies in national, sectoral and local frameworks

**Terms of reference:** January- July 2012



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#### 1 Introduction and context

The ILO Evaluation Office will conduct an evaluation of its strategy and support to member States to improve their policies for productive employment, decent work and income opportunities.

The evaluation will address several objectives. First, it will provide an account to the Governing Body regarding strategy results. Second, it will be an opportunity to learn what within ILO's interventions is working and what not, and why. Third, it is intended to be used to support decision-makers in charting a future direction for ILO's technical support for national employment policy development. The evaluation will review the relevance, efficiency, effectiveness and evidence of impact through contributions of ILO support in a selection of countries and at the global level. It will take stock of the scale and content of ILO's work, including all parts of the Office, which actively support this outcome in various ways.

The principal client for the evaluation is the Governing Body, which is responsible for governance-level decisions on the findings and recommendations of the evaluation. The evaluation is also to benefit ILO management and those working to support employment policies and programmes, and is to serve as a source of information for the ILO partners and national policy-makers. The strategy evaluation will likely cover the period of the previous and current SPF (2006–2011). The evaluation team will be composed of one or more external consultant(s) and an ILO independent evaluator without prior links to the programme and strategy. The evaluation process will adhere to the international norms and standards for independent evaluations by the United Nations Evaluation Group.

The evaluation will be participatory. Consultations with member States, international and national representatives of trade union and employers' organizations, ILO staff at headquarters and in the field, UN partners, and other stakeholders will be done through interviews, meetings, focus groups, and electronic communication.

In 2008, the ILO presented in its Strategic Policy Framework, 2010-15, the objective to place full and productive employment at the centre of economic and social policies, as

articulated in the Employment Policy Convention, 1964 (No. 122). The SPF further explains that inclusive and job-rich growth policies need to be coordinated and coherent at national level, backed by public and private investments, include a gender perspective and be developed with the full engagement of the tripartite constituents.

The International Labour Conference in its June 2010 session called upon the Office to provide to constituents employment policy advice that is comprehensive and longer term, and includes support for the design, implementation and evaluation of employment policies and programmes addressing specific target groups. Integral to this is country research and technical analysis of policies.

## **2 Scope**

Within the context of the Employment Policy Convention 122, the SPF outcome on greater access to productive employment, decent work and income opportunities, combines initiatives that support (1) short-term measures to prioritize the needs of the most vulnerable, with (2) those that address structural policies to promote full and productive employment. This evaluation will focus primarily on the latter effort, covering work to achieve indicator 1.1 but considering supporting work done under:

- Research on pro-employment macroeconomic policy frameworks;
- National development frameworks that prioritize productive employment, decent work and income opportunities within their macro analysis, sectoral or economic stimulus strategies;
- Comprehensive national employment policies and/or sector strategies, developed in consultation with social partners and endorsed by government;
- Support to address employment aspects in financial crisis responses (GJP);

To achieve country-level outcomes under indicator 1.1, supporting work may be done under other outcomes and indicators. This complementarity is understood to be found in the forms of:

- Improved labour market information and effective mechanisms for policy; coordination, coherence and monitoring at the country level;
- Initiatives that support policy areas that facilitate transition of informal activities to formality;
- Monitoring and impact assessment support of national policies and programmes;
- Specialized policy support within technical programmes (Skills, ENT, etc.);
- Trade and employment policy aspects

The technical support for the above areas of work is spread across several operational units within the Employment Sector. These include work done in EMP/ELM, EMP/POL, other units reporting to the ED, as well as work done under EMP/SKILLS and EMP/ENT. Additional important related work has been supported by thematic work, including comparative country studies on policy coherence and measuring decent work, within the Integration Department and social policy approaches for providing access to essential social services and income security supported through the Social Security Department. Country and regional research carried out by the Institute of Labour Studies also contributes to achieving this outcome.

Six to seven broad evaluation questions (EQs) will guide the analysis. Likely questions are:

- (i) To what extent is the ILO strategy relevant to the global and national policy agenda on employment?
- (ii) To what extent is the ILO strategy coherent and complementary, and does it promote synergies with other strategic outcomes, national constituents' priorities and partners?
- (iii) To what extent does the ILO strategy lend itself to efficient implementation?
- (iv) How effective is the strategy in addressing issues at hand?
- (v) What impact have ILO actions had on policy, legal frameworks, and programmes and budgets regarding employment?
- (vi) To what extent have the ILO strategy and means of action been designed and implemented to maximize sustainability of results at the country level?

### **3 Evaluation methodologies**

The desk-based review will analyze selected reporting and other programme documentation, key performance criteria and indicators, to compare and assess the coherence, continuity and evidence of reported results over time. Attention will be given to main means of action, implementation performance, perceptions of major progress and significant achievements, as well as notable products and outputs in the main means of action. Application of good practices, including a results-based management approach, and use of lessons learned will also be considered. Drawing from available country and global programme documents, reporting and evaluations, an analysis of how results are being planned, monitored and progress reported will be prepared and policies and practices reviewed.

Electronic surveys and national case studies will also provide additional means of documenting the usefulness of technical work within member States. Cases will be selected according to where the ILO has worked over a longer period of time, and also where its work is considered innovative with need to know more about its effects (ideally minimum three regions for case studies). Case studies will also consider strategies and approaches at country-level around the broader global and national Decent Work Agenda, and will consider the roles and responsibilities of others within and outside the ILO in reinforcing the process.

### **4 Outputs**

The following written outputs will be produced:

- A summary report of findings and recommendations, prepared by the Evaluation Unit, to be presented to the November 2012 Governing Body, including a written response from the Office.

- A more detailed evaluation report to be prepared by the evaluation team and made public.
- Internal background documentation, an inception report and analysis on which the findings, conclusions and recommendations are based.

## 5 Timeframe and management arrangements

The ILO Evaluation Unit will be responsible for the overall management of the evaluation. Approximately \$105,000, including staff costs (3 P work months) of the evaluation unit, is budgeted for the evaluation.

The evaluation timeframe is from February through June 2012. A time table is shown below.

<b>Task</b>	<b>Time frame: 2012</b>
Consultations on draft terms of reference	January
Formation of evaluation team	Jan-February
Desk review	Jan-February
Finalization of terms of reference	February
Staff and constituent interviews	March
Case studies/field missions	March
Draft findings report circulated	April
Final evaluation report	June
Summary to the GB prepared	July
Governing Body discussion	November
Follow up plan of action	December

## **Annex 2. ILO governance-level mandate for employment policy**

### **Employment Policy Convention, No. 122**

The objective of full employment was stated in the ILO Constitution and 1944 Philadelphia Declaration, and was further articulated in the Employment Policy Convention, 1964 (No. 122).<sup>54</sup> The primary mechanism for guiding ILO's approach to policy coordination and cooperation (on employment) at the national level is in the Convention where Article 1.1 provides that: "With a view to stimulating economic growth and development, raising levels of living, meeting manpower requirements and overcoming unemployment and underemployment, governments shall declare and pursue an active policy for the promotion of full, productive and freely chosen employment."<sup>55</sup>

As of January 2012, the Convention had been ratified by 101 member States and remains a basic reference for guiding States on implementing employment policies aimed at achieving productive and freely chosen employment.<sup>56</sup> As stated in the Strategic Policy Framework (2008), ILO's strategy for the period 2010–15 to promote (the adoption and implementation of) inclusive and job-rich growth policies (by member States) is based on the principles and provisions in the convention.

The Employment Policy Recommendation, 1964 (No. 122) and Recommendation 1984 (No. 169), provide additional guidelines for constituents to development employment policies.

### **Global Employment Agenda**

The World Summit on Social Development in 1995 and the 24th Special Session of the United Nations General Assembly in 2000 concluded that employment is fundamental to the fight against poverty and social exclusion.<sup>57</sup> The 24th Session of the Assembly in 2000 recognized "the need to elaborate a coherent and coordinated international strategy on employment to increase opportunities for people to achieve sustainable livelihoods and gain access to employment."<sup>58</sup> This conviction called upon the ILO to develop a coherent and coordinated international strategy for the promotion of freely chosen productive employment. The office responded in 2003 by adopting the GEA that aims to place

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<sup>54</sup> ILO: *Employment for Social Justice and a Fair globalization, overview of ILO programmes*, Geneva, n.d. [www.ilo.org/employment/Whatwedo/Publications/WCMS\\_140961/lang--en/index.htm](http://www.ilo.org/employment/Whatwedo/Publications/WCMS_140961/lang--en/index.htm) [accessed 25 Sep. 2012].

<sup>55</sup> ILO Employment Policy Convention, 1964 (no.122).

<sup>56</sup> ILO: *Employment policies for social justice and a fair globalization*, Report VI, International Labour Conference, 99th Session, Geneva, 2010.

<sup>57</sup> Ibid.

<sup>58</sup> ILO: *Implementing the Global Employment Agenda: Employment strategies in support of decent work "Vision" document* (Geneva, 2006).

employment at the centre of economic and social policies, and international development strategies through frameworks such as PRSPs and UNDAF, the establishment of global strategic alliances.<sup>59</sup>

The GEA is composed of 10 core elements, which refer to the economic environment and labour market to pursue the goals of promoting employment, and fostering economic growth and social justice. Table 9 below shows the core elements that address the economic environment and labour market.<sup>60</sup>

**Table 9. Core elements of the GEA**

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**Economic environment**

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1. Promoting trade and investment for productive employment and market access for developing countries.
2. Promoting technological change for higher productivity and job creation and improved standards of living.
3. Promoting sustainable development for sustainable livelihoods.

**Labour market**

5. Decent employment through entrepreneurship.
  6. Employability by improving knowledge and skills.
  7. Active labour market policies for employment, security in change, equity and poverty reduction.
  8. Social protection as a productive factor.
  9. Occupational safety and health: synergies between security and productivity.
  10. Productive employment for poverty reduction and development.
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## **Millennium Development Goals**

The first target under the first MDG on the eradication of extreme poverty and hunger is to achieve full and productive employment and decent work for all. In line with the achievement of this target, the GEA seeks, through the promotion productive employment, to improve the lives millions of unemployed or whose remuneration from work is inadequate to allow them to overcome poverty.<sup>61</sup> It constitutes the basic policy framework through which the ILO pursues the objective of promoting rights-based decent employment (i.e. productive employment promoted simultaneously with fundamental rights at work, an adequate income from work and the security of social protection). The GEA also assigns particular importance to the improvement of the qualitative dimension of employment. With this regard, the GEA asserts that the best way to promote productive employment is to promote decent work at one and the same time since the Office's

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<sup>59</sup> ILO: *Review of the core elements of the GEA* (Geneva, 2003).

<sup>60</sup> ILO: *Implementation of the Global Employment Agenda: update*. Governing Body, 297th Session of the Geneva, Nov. 2006, GB.297/ESP/6.

<sup>61</sup> ILO: *MDG Guide to the new Millennium Development Goals employment indicators, including the full decent work indicator set* (Geneva, 2009).

strategic objectives are mutually reinforcing and can bear positively on employment creation.<sup>62</sup>

**Table 10. MDG 1: Targets for 2015, as of 2008**

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**MDG targets to eradicate extreme poverty and hunger**

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***MDG Target 1A:***

Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day\*

INDICATORS:

1.1 Proportion of population below US\$1.25 purchasing power parity (PPP) per day

1.2 Poverty gap ratio

1.3 Share of poorest quintile in national consumption.

***MDG Target 1B (new):***

Achieve full and productive employment and decent work for all, including women and young people

INDICATORS:

1.4 Growth rate of GDP per person employed (growth rate of labour productivity)

1.5 Employment-to-population ratio

1.6 Proportion of employed people living below US\$1.25 (PPP) per day (working poverty rate)

1.7 Proportion of own-account and contributing family workers in total employment (vulnerable employment rate).

***MDG Target 1C:***

Halve, between 1990 and 2015, the proportion of people who suffer from hunger

INDICATORS:

1.8 Prevalence of underweight children under five years of age

1.9 Proportion of population below minimum level of dietary energy consumption.

**MDG 3 Target 2: Promote gender equality for women**

INDICATOR

3.2 Share of women in wage employment in the non-agricultural sector.

\* = Following the release of new poverty estimates by the World Bank in 2008.

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**Strategic Policy Framework for 2006–09**

The SPF for 2006–09 called for employment to be placed at the heart of economic and social policy, as an integral means of meeting the 2015 MDG for poverty reduction.<sup>63</sup>

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<sup>62</sup> ILO: *Employment policies for social justice and a fair globalization*, Report VI, International Labour Conference, 99th Session, Geneva, 2010.



Implementation of the employment policy strategy was further articulated in the P&B 2006-07 based on the framework of the GEA. The strategy reflects the challenges faced by countries in the employment area in the context of globalization and emphasizes national capacity building related to labour market information and analysis as well formulating, implementing and evaluating employment and labour market policies. Special emphasis was placed on income security, equal access to decent work for all, and tripartite social dialogue as a means of devising, implementing and evaluating strategies and policies. The strategy was reconfirmed in the P&B 2008–09 with continued emphasis on coherent policy approaches, integrating employment policies in PRSPs, and global, regional and national partnerships with the UN and IFIs.

### **Social Justice Declaration (2008)**

The ILO Declaration on Social Justice for a Fair Globalization that was adopted at the 97th Session of the International Labour Conference gives a new impetus to the employment strategy in the context of globalization. As the Social Justice Declaration (2008) states:

Other international and regional organizations with mandates in closely related fields can have an important contribution to make to the implementation of the integrated approach. The ILO should invite them to promote decent work, bearing in mind that each agency will have full control of its mandate. As trade and financial market policy both affect employment, it is the ILO's role to evaluate those employment effects to achieve its aim of placing employment at the heart of economic policies.<sup>64</sup>

### **ILC recurrent discussion on employment, the Global Jobs Pact, and Strategic Policy Framework 2010–15**

The GJP proposed a set of policy measures that countries can adopt to accelerate employment recovery in the post-crisis era. The GJP calls for a greater emphasis on and a need to support job creation by putting the aim of full and productive employment and decent work at the heart of crisis response to limit the risk of long-term unemployment. It particularly calls for an “enhanced support to vulnerable women and men hit by crisis” and to “focus on measures to maintain employment and facilitate transitions from one job to another as well as support access to the labour market for those without a jobs.”

The 99th Session of the ILC (June 2010) called upon the Office to provide constituents with employment policy advice that is comprehensive and longer term, and includes support for the design, implementation and evaluation of national employment policies and programmes addressing specific target groups. Integral to this is country research and technical analysis of policies.

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<sup>63</sup> ILO: *Strategic Policy Framework (2006–09) (and preview of the Programme and Budget proposals for 2006–07*, Governing Body, 209th Session, Geneva, Nov. 2006, GB.291/PFA/9.

<sup>64</sup> ILO: *ILO Declaration on Social Justice for a Fair Globalization adopted by the International Labour Conference at its Ninety-seventh Session*, 10 Jun. 2008 (Geneva, 2008).

As a follow-up to the Social Justice Declaration, the June 2010 International Labour Conference adopted a Resolution on employment that underscored the importance of the formulation and implementation of employment policies to promote full decent productive and freely chosen employment. The conclusions specifically call the Office “to strengthen its capacities and expanding its services to provide timely and customized advice on employment policies, to evaluate their impacts and to draw lessons.”

The ILC noted an increased demand from developing countries at all levels of development for Office support to formulate and review national employment policies.<sup>65</sup> In response to requests from constituents, EMP/CEPOL, in collaboration with field and technical units, provides technical assistance for the formulation and review of NEPs in support of the priorities defined in the DWCPs.<sup>66</sup> The formulation of an NEP is supported by analytical research (policy review and empirical analysis of employment patterns), policy advice, capacity building and advocacy, and facilitation of tripartite dialogue.

According to the Report of the 99th Session of ILC (2010), the Office had supported 36 country employment policy development initiatives during the two biennia 2006–07 and 2008–09.<sup>67</sup> As reported in the Programme Implementation Report (PIR) 2010–11, an additional 10 countries were reported to have taken substantive action based on the ILO’s work. Table 11 below provides a list of countries supported in each of the ILO’s five operational regions.

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<sup>65</sup> ILO: *Employment policies for social justice and a fair globalization*, Report VI, International Labour Conference, 99th Session, Geneva, 2010 (Geneva, 2010).

<sup>66</sup> ILO: Country Employment Policy Unit (EMP/CEPOL) website: [www.ilo.org/emppolicy/units/country-employment-policy-unit-empcepol/lang--en/index.htm](http://www.ilo.org/emppolicy/units/country-employment-policy-unit-empcepol/lang--en/index.htm) [accessed 25 Sep. 2012].

<sup>67</sup> ILO: *Employment policies for social justice and a fair globalization*, Report VI, International Labour Conference, 99th Session, Geneva, 2010.

**Table 11. Employment policy initiatives supported by ILO 2006–2011, as reported to the ILC**

<b>P&amp;B period</b>	<b>Africa</b>	<b>Asia and Pacific</b>	<b>Europe</b>	<b>Latin America and the Caribbean</b>	<b>Arab States</b>
2006–07 & 2008–09	Burkina Faso, Cameroon, Democratic Republic of the Congo, Egypt, Ethiopia, Gabon, Liberia, Madagascar, Niger, Nigeria, Sierra Leone, Togo, United Republic of Tanzania, Zimbabwe	Afghanistan, China, India, Mongolia, Pakistan, Viet Nam	Albania, Azerbaijan, Bosnia and Herzegovina, Croatia, Kazakhstan, Kyrgyzstan, Rep. of Moldova, Montenegro, Serbia, The former Yugoslav Rep. of Macedonia	Argentina, Costa Rica, Nicaragua, Peru	Jordan, Yemen
2010–11	Cameroon, Malawi, Mauritius	Gabon, China, Nepal, Viet Nam	Bosnia and Herzegovina	–	Iraq, Jordan

– = nil.

Sources: ILO. 2012. *Employment policies for social justice and a fair globalization*, Report VI, International Labour Conference, 99th Session, Geneva, 2010 (Geneva); ILO. 2012. *Programme Implementation Report 2010–11* (Geneva).

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