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PFA

NINTH ITEM ON THE AGENDA

Discussions of high-level evaluations: Strategies and Decent Work Country Programmes

Overview

Summary

This report summarizes the findings, conclusions, lessons learned and recommendations from three high-level evaluations conducted by the ILO Evaluation Unit during 2011. These evaluations covered the ILO's strategies to: (1) eliminate discrimination in employment and occupation; (2) address HIV and AIDS and the world of work; and (3) support the Bahia Decent Work Agenda in Brazil.

Policy implications

The final section of each evaluation summary contains a set of recommendations and the Office's response.

Legal implications

None.

Financial implications

None.

Decision required

Paragraph 110.

Follow-up action required

Follow-up to the recommendations will be reported to the Governing Body through the Evaluation Advisory Committee's observations.

Author unit

Evaluation Unit (EVAL).

References to other Governing Body documents and ILO instruments

GB.288/TC/4, GB.300/TC/4, GB.304/PFA/2(Rev.), GB.309/3/2, GB.310/17/1(Rev.).

Equal Remuneration Convention, 1951 (No. 100).

Discrimination (Employment and Occupation) Convention, 1958 (No. 111).

HIV and AIDS Recommendation, 2010 (No. 200).

ILO Declaration on Fundamental Principles and Rights at Work, 1998.

ILO Declaration on Social Justice for a Fair Globalization, 2008.

Part 1. Independent evaluation of the ILO's strategy for the elimination of discrimination in employment and occupation

Introduction

1. This summary presents analysis, findings and recommendations of the independent high-level evaluation of the ILO's strategy for the elimination of discrimination in employment and occupation presented in Outcome 17 of the ILO's programme and budget. The period under review includes two Strategic Policy Frameworks 2006–09 and 2010–15, and three programme and budget biennia between 2007 and 2011. It also includes the review of the outcome-based work planning for Outcome 17.

Purpose of the evaluation

2. The purpose of the evaluation is to provide impartial insights into how effectively the ILO strategy reflects and implements the recommended non-discrimination activities for the period 2007–11 presented in the first and second Global Reports on discrimination in the world of work (2003 and 2007) and the priorities and action plans for technical cooperation submitted to the Governing Body the same years under the item follow-up to the ILO Declaration on Fundamental Principles and Rights at Work.¹ The recommended outcomes were: (i) promoting gender equality in the world of work; (ii) mainstreaming non-discrimination and equality in Decent Work Country Programmes (DWCPs); (iii) better laws and better enforcement; (iv) more effective non-regulatory initiatives; and (v) social partners better equipped to make equality a reality at the workplace.²

Methodology

3. The evaluation analysed the three Global Reports (2003, 2007 and 2011) and comments made by the ILO supervisory bodies on the application of the Equal Remuneration Convention, 1951 (No. 100) and the Discrimination (Employment and Occupation) Convention, 1958 (No. 111) and the follow-up reports and action plans presented to the Governing Body during the evaluation period.³ The evaluation team conducted structured interviews with ILO staff at headquarters, the International Training Centre of the ILO, Turin (Turin Centre), the ILO Country Office for China and Mongolia, national constituents and social partners, UN agencies and other development partners, and civil society and non-governmental organizations (NGOs). Eleven country case studies were conducted based on desk reviews of key country programme and project reports and technical cooperation portfolios. The evaluation also assessed systemic, procedural and technical material on the implementation of the ILO's non-discrimination strategy.

¹ GB.288/TC/4 and GB.300/TC/4.

² See ILO: *Equality at work: Tackling the challenges*. Global Report under the follow-up to the ILO Declaration on Fundamental Principles and Rights at Work. Report I(B), International Labour Conference, 96th Session, Geneva, 2007, paras 457–476.

³ GB.288/TC/4 and GB.300/TC/4.

4. The following six core evaluative questions guided the analysis:
- (i) To what extent is the ILO strategy relevant to the global and national policy dialogue in addressing discrimination in employment and occupation?
 - (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 to support non-discrimination country programme objectives?
 - (iii) To what extent does the ILO strategy lend itself to efficient implementation?
 - (iv) How effective is the strategy in addressing issues raised by ILO supervisory bodies and Global Reports regarding non-discrimination in employment and occupation as a whole?
 - (v) What impact have ILO actions had on policy, legal frameworks and awareness raising regarding discrimination in employment and occupation?
 - (vi) To what extent has the ILO strategy and means of action been designed and implemented to maximize sustainability of results at the country level?
5. To address these questions, the independent evaluation began with an analysis of the ILO Declaration on Fundamental Principles and Rights at Work and its Follow-up (1998 Declaration); a review of the three Global Reports on equality at work; and of the comments made by the ILO supervisory bodies regarding the application of the main Conventions that address discrimination, Nos 100 and 111, and the other Conventions relevant to discrimination.

Operational approach

6. The Strategic Policy Framework 2006–09 and the programme and budgets for the corresponding two biennia included the operational strategies related to the principle of elimination of discrimination as an indicator under Immediate Outcome 1(a).1. This outcome was part of Strategic Objective No. 1: Promote and realize standards and fundamental principles and rights at work.
7. The Strategic Policy Framework 2010–15 and the Programme and Budget for 2010–11 define a specific outcome on discrimination at work (Outcome 17) that sets out the broad lines of action to be pursued by the Office.⁴ Conventions Nos 100 and 111 provide the foundation for the ILO's strategy for this outcome, along with the follow-up to the comments of the ILO supervisory bodies and follow-up under the 1998 Declaration.
8. The ILO action focuses on supporting constituents in implementing laws, policies, programmes or actions to tackle discrimination and promote equality, leading to the improved application of the Conventions concerned and, where these are not yet ratified, progress in the realization of the related fundamental principles and rights, and towards universal ratification.⁵ Many different units are engaged in non-discrimination activities. For example, non-discrimination at work with respect to migrant workers, people living with HIV and affected by the HIV epidemic, and domestic workers are dealt with within the Social Protection Sector (PROTECTION). The ratification and application of

⁴ GB.304/PFA/2(Rev.).

⁵ ILO: *Programme and Budget for the biennium 2010–11*, Geneva, 2009, paras 336–347.

discrimination-related international labour standards and issues of indigenous peoples are addressed under the International Labour Standards Department (NORMES). Other departments, such as the Industrial and Employment Relations Department (DIALOGUE), Bureau for Workers' Activities (ACTRAV), Bureau for Employers' Activities (ACT/EMP), Labour Administration and Inspection Programme (LAB/ADM) and the Turin Centre are engaged in non-discrimination issues by nature of their function.

9. This multi-pronged approach to non-discrimination at work represents two challenges for the strategy under Outcome 17. The first concerns the promotion of a cross-cutting approach to non-discrimination as stated in the programme and budget strategy for Outcome 17. The second is outcome-based workplans' current structure, with its one-to-one relationship between country programme outcomes and strategic outcomes.

Findings

10. The findings on the six questions that guided the analysis are summarized below.

Relevance

11. The strategy under Outcome 17 provides a global sense of direction for the implementation of non-discrimination at work and is in line with the guidance on non-discrimination provided through the follow-up mechanism for the 1998 Declaration and the ILO Declaration on Social Justice for a Fair Globalization, 2008. It also addresses the issues relevant to discrimination highlighted in the Global Jobs Pact, 2009. However, it does not provide sufficient guidance on establishing lateral links, or promote collaboration and cross-fertilization with the other outcomes. It should also provide more guidance on actual implementation, not only on implementation planning, as is currently done by the newly established outcome-based workplanning.
12. Over the past four years, ILO technical cooperation action plans regarding the elimination of discrimination in employment show a high degree of relevance to the discussion of the second Global Report and the comments made by the ILO supervisory bodies. Most of the activities carried out under the Action Plan 2007–11⁶ have supported the development of tools aimed at promoting non-discrimination in employment and occupation. The work of bringing national legislation into line with ILO Conventions has continued: ILO tools are used more frequently, judges increasingly cite ILO Conventions in their case reviews and constituents are more aware of their rights.
13. The ILO has implemented a range of activities and developed tools aimed at promoting non-discrimination in employment and occupation. However, it should focus more on new challenges arising from the global crisis.

⁶ GB.300/TC/4, paras 9–18.

Effectiveness

- 14.** The strategy has been effective in promoting non-discrimination outcomes in a number of DWCPs. In the current biennium, 44 country outcomes⁷ reflect ILO non-discrimination at work, including activities to promote gender equality. As reported in the 2011 Global Report on non-discrimination, 12 countries⁸ had identified the need to address discrimination against people living with HIV and AIDS as a priority. Fourteen countries and territories⁹ as well as countries in Central and Eastern Europe are focusing on non-discrimination issues through policy improvements and strengthened application of international labour standards. Three countries¹⁰ have included the promotion of the rights of indigenous and tribal peoples, while two¹¹ have identified the elimination of discrimination against people living with disabilities as a priority.
- 15.** The Office advises member States and social partners by providing technical comments on proposed labour legislation and promotes good practice through its labour legislation guidelines.¹² Equally effective are the Office annual training workshops on participatory labour law design and process; these pay particular attention to discrimination. The evaluation mapped out the correlation between a sample of 92 technical cooperation operations approved and implemented between 2003 and 2011 and the comments from the ILO supervisory bodies, and found a high degree of relevance (21 per cent mostly relevant and 59 per cent fully relevant).

Coherence and synergies

- 16.** A more comprehensive strategic framework for Outcome 17 would enable better coordination among the different prongs of the strategy. It would also strengthen synergies between the technical cooperation and technical assistance activities planned for each non-discrimination issue.
- 17.** While many non-discrimination activities are under way in the various headquarters' units, there does not appear to be a fully developed system for routine information sharing. Knowledge-sharing platforms developed by some units are not easily accessible by other units.

⁷ Afghanistan, Argentina, Armenia, Azerbaijan, Bahrain, the Plurinational State of Bolivia, Burundi, Chile, China, Colombia, El Salvador, Eritrea, Ethiopia, Fiji, Guatemala, Jordan, Kazakhstan, Kiribati, Kuwait, Lesotho, Malawi, Malaysia, Mali, Marshall Islands, Mauritania, Oman, Panama, Peru, Philippines, Samoa, Solomon Islands, Sri Lanka, Swaziland, Syria, United Republic of Tanzania, Timor-Leste, Togo, Tunisia, Tuvalu, Ukraine, Vanuatu, Viet Nam, Yemen, Zimbabwe.

⁸ Botswana, Egypt, Kenya, Lesotho, Madagascar, Malawi, Republic of Moldova, Samoa, Sudan, United Republic of Tanzania, Uganda, Zambia.

⁹ Benin, Brazil, France, Lebanon, Mauritius, Nepal, Occupied Palestinian Territory, Papua New Guinea, Peru, Seychelles, South Africa, Tajikistan, Timor-Leste, Uruguay.

¹⁰ Cambodia, Cameroon, Mexico.

¹¹ Eritrea, Mauritius.

¹² See ILO: Labour Legislation Guidelines, available at <http://www.ilo.org/public/english/dialogue/ifpdial/llg/index.htm> [accessed 3 February 2011].

18. The most visible challenge of the outcome-based workplanning system, including in the case of Outcome 17, is the lack of synergies between strategic global outcomes, country programme outcomes and country projects. The evaluation team found scant optimization of project results, leading to duplication of efforts and a less than optimal use of resources. The country programme objectives should relate better to each other and to Outcome 17 strategies and workplan.

Efficiency

19. A strategy for the elimination of discrimination is complicated by the large number of units in the Office involved with its implementation. Most of the major work on discrimination is located in a corresponding unit (including NORMES, GENDER, DECLARATION, MIGRANT and ILO/AIDS) or outcome, with the exception of race discrimination.
20. Recognizing the need to harmonize different parts of the Office engaged on the same issues, but from different perspectives, a system of outcome coordinators was established. The coordinator for Outcome 17 is the Director of DECLARATION.
21. To facilitate the implementation of the multi-pronged strategy for Outcome 17, and to ensure that non-discrimination is addressed as a cross-cutting issue in the DWCPs, as is the case with gender equality, the resources currently available to DECLARATION (the outcome coordinating unit) need to be reviewed. Both the Office and the donors would need to augment their commitment to support the non-discrimination Outcome 17 through increased resources, including the Regular Budget Supplementary Account (RBSA). For the latter to happen, sustained and growing confidence by donors in the ILO's monitoring and information systems, which have evolved and are continuously improving, is necessary.

Impact

22. The limited evaluability of the strategy's results framework makes impact measurement difficult. However, the effect of ILO work on member States' accomplishments can be correlated to direct ILO technical advice or cooperation projects with strong logical frameworks.
23. The evaluation found significant accomplishments in ILO work on non-discrimination. It works to ensure that its strategy regarding discrimination is addressed within the context of the Decent Work Agenda and poverty reduction.

Sustainability

24. The sustainability of non-discrimination at work depends on the Office's ability to maintain its relevance through its research programme and advisory services. The ILO continues its efforts to build national constituents' capacity to deal with discrimination through training tools¹³ on labour inspection, gender equality and non-discrimination in the workplace through both earmarked and non-earmarked funds such as RBSA.

¹³ These tools are being used for training activities at the national level, not only in countries currently covered by the two projects, but also in others such as Albania, Oman, Lebanon, The former Yugoslav Republic of Macedonia and Yemen. In addition, guidelines concerning the role of labour inspection and the gender dimension in the workplace are being developed.

Overall assessment of the strategy

25. The evaluation team rated the relevance, effectiveness, coherence, efficiency, sustainability and impact of the strategy using a four-point scale based on 20 criteria established in an evaluation framework proposed in the inception report. As shown in table 1 below the results of the overall assessment of the strategy show an overall good performance, which could have been better had it addressed the efficiency and impact-related challenges described above.

Table 1. Overview of the average ratings on evaluation criteria

Criteria	Rating			
	Poor	Satisfactory	Good	Very good
	1	2	3	4
Relevance	→			
Coherence	→			
Effectiveness	→			
Efficiency	→			
Sustainability	→			

Evaluability

26. The evaluation assessed the evaluability of the results framework for Outcome 17 and found that, although the outputs and outcome indicators are well articulated, their performance dimensions (milestones, risk assumptions and monitoring and evaluation plans) need substantial improvement. Those interviewed recognized the limitation of the strategy's results framework as an area needing improvement to ensure better linkages and implementation reporting at the level of Country Programme Outcomes.

Table 2. Evaluability assessment results

	Raw score	Weight	Weighted score	%
Strategic alignment	3.67	0.25	0.92	92
Objectives	3.75	0.25	0.94	94
Indicators	2.83	0.25	0.71	71
Baselines	1.13	0.10	0.11	28
Milestones	1.33	0.05	0.07	33
Risk assumptions	1.67	0.05	0.08	42
M&E plans	0.33	0.05	0.02	8
Composite score	2.10	1.00	2.10	53
Score	Partially evaluable, needs substantial improvement			

Lessons learned

27. The analytical underpinnings of the ILO's strategy, programmes and projects for Outcome 17 need strengthening in order to achieve greater coherence, efficiency and impact.
28. The ability to measure the impact of the strategy depends on the evaluability of its results framework. Objectives should be more focused and clearer, and indicators should have baselines, milestones and targets.
29. Less fragmentation of non-discrimination activities within the ILO would increase the impact of its non-discrimination efforts. Fragmentation presents significant challenges to outcome-based workplanning and results-based management (RBM). In light of the mandates of the ILO Declaration on Social Justice for a Fair Globalization and the Global Jobs Pact, more cross-cutting organizational approaches are needed.
30. The Office's plan of action for non-discrimination should develop a stronger internal vision and a strategic action plan. As in the case of gender equality, a comprehensive Office-wide action plan would help to promote the mainstream, cross-cutting nature of work on non-discrimination and designate responsibilities throughout the Office.
31. Mainstreaming of work on non-discrimination would require the same level of resources and political commitment offered to gender equality.
32. Important "core activities" such as research, advocacy, communication for awareness raising and resource mobilization, and monitoring and evaluation, are key elements for the effective and efficient implementation of the strategy for Outcome 17.

Conclusions and recommendations

The programme and budget outcome framework

33. The current strategic outcome framework represents a significant simplification of expected results and a clear identification of priorities captured in all 19 outcomes. However, the complex nature of Outcome 17, which embraces discrimination issues under a multi-pronged approach, challenges the structure of the outcome-based workplanning system and may also create competition for resources between different outcomes. This may undermine the collaborative spirit of the strategy.
 - **Recommendation 1:** The results framework found in the Strategic Policy Framework treats non-discrimination at work as an outcome in its own right, consistent with the request of Governing Body members in March 2009, that each of the four categories of fundamental principles and rights be assigned a dedicated outcome because of their distinct priorities. At the same time, the ILO Declaration on Social Justice for a Fair Globalization has reiterated the centrality of gender equality and non-discrimination to all four strategic objectives. In order to improve service delivery to constituents in line with the Declaration, "more effective and efficient teamwork and cooperative methods are required for Outcome 17 to ensure the intention of the outcome-based workplanning".

Substantive strengthening of the existing strategy for Outcome 17

34. While the existing strategy for Outcome 17 provides useful information and conforms to the model and layout of the other programme and budget strategies, it could provide precise strategic guidance for the mainstreaming of non-discrimination across the work of the Office.
35. There is a clear gap to be filled by a comprehensive Office-wide internal strategy paper that formally recognizes the mainstream, cross-cutting nature of work on non-discrimination and which would designate responsibilities throughout the Office so that everyone is obliged to consider it in their work.
- **Recommendation 2:** In order to reinforce the cross-cutting nature of Outcome 17, the strategy should provide more guidance on synergies to be found between discrimination based on different grounds. This would include providing more specific guidance on strengthening the pillars of the mainstreaming strategy, all of which are aspects of knowledge management, namely: advocacy, communication, training, capacity building and research.
36. Strengthening these dimensions will help to counteract the “verticalizing” tendency resulting from the situation whereby individual discrimination concerns are supported by different technical cooperation projects.
37. A case could equally be made for translating Outcome 17 strategy into an *action plan for mainstreaming non-discrimination into all strategic outcomes*, similar to the approach taken for gender equality.
- **Recommendation 3:** Addressing knowledge management issues (communication, research and training) as cutting across all non-discrimination work within the strategic framework, global products and DWCP outcomes, may result in significant economies of effort and funds. At the country level, this approach, in the spirit of aid-effectiveness, may also promote easier integration of DWCP outcomes into the United Nations Development Assistance Framework (UNDAF).

Link between the Global Reports and the strategy for Outcome 17

38. Although the strategy is aligned with the recommended outcomes of the second Global Report, few explicit links are made with the report or the Action Plan for 2007–11. At the same time, the Global Reports could take into account the key components of the strategy for Outcome 17.
- **Recommendation 4:** Future reporting to the International Labour Conference (ILC) on the status of the Office’s response to recommended action, agreed by the ILC during discussions of previous Global Reports, should report on progress made in achieving the milestones and objectives of the action plan. This would require establishing a results-based framework with performance indicators as part of the strategy and its plan of action.

Advocacy and resource mobilization for Outcome 17

39. As noted in the current programme and budget strategy for Outcome 17, while commitment to the principle of non-discrimination can be assumed, it is among those that have received the least resources. Furthermore, while it is understood that addressing discrimination needs a comprehensive multi-pronged approach, the main risk is that such an approach would require important extra-budgetary resources that, up to now, have not been forthcoming.
40. There are lessons to be learned from successful advocacy related to other issues of non-discrimination; the one which has been most effectively mainstreamed is gender. This is due to the quality of resources made available to the Gender Bureau; to the fact that, after over five decades of work, gender equality has become widely accepted by the donors; and, to the special attention paid to it by the Governing Body.
- **Recommendation 5:** Both the Office and donors need to augment their commitment to support the non-discrimination Outcome 17 through increased resources including RBSA. The latter may require a special effort to present a strengthened strategic implementation approach, with better performance indicators to improve reporting on results, thereby providing additional reassurance to donors.
 - **Recommendation 6:** In order for Outcome 17 to achieve its potential, the Office should pay closer attention to other specific non-discrimination issues, which are assuming greater importance, as stated by the ILC in the discussion of the Global Reports, as well as to non-discrimination as an overarching concept. Successful approaches used in promoting gender equality should be adapted to other non-discrimination issues.

Comments from the Office

41. We have taken careful note of the recommendations. The following paragraphs respond to a few general comments in the evaluation summary. The full report will be subject to a review according to the evaluation follow-up procedures. Many useful elements in the report will be examined with a view to further enhancing the already significant work of the ILO in the field of non-discrimination.
42. Non-discrimination is addressed by the Office at two major levels: (a) as a cross-cutting theme which is mainstreamed in various ILO policies, projects and activities, and (b) as one of the 19 ILO outcomes. At the cross-cutting level, as the report highlights, non-discrimination and gender equality are mainstreamed under various outcomes, different departments are engaged in research, production of tools and the provision of advisory services that promote equality and non-discrimination, including NORMES, GENDER, DECLARATION, MIGRANT and ILO/AIDS. This is where cross-fertilization and lateral links with other outcomes are established.
43. As regards activities under the specific outcome on non-discrimination, i.e. Outcome 17, the introduction of RBM, the Strategic Policy Framework and outcome-based workplanning serve to ensure that policies and activities are based on adopted strategies and that the achievements are measured in terms of impact.
44. In this regard, the management is satisfied with the recognition of the multi-pronged approach and the collaborative spirit of the strategy, and endorses the continued need for effective and efficient teamwork and cooperative methods. Further care will be taken to

address general limitations and the inherent “verticalization” that, as reflected in the full report, are not specific to the implementation of Outcome 17.

45. As regards the general thrust and content of the strategy, political decisions by the governance organs of the ILO, in particular the International Labour Conference, are guiding our efforts. A particular point of reference will be the discussions at the 101st Session of the Conference in June 2012 of the General Survey on fundamental principles and rights at work and of the recurrent discussion on this topic which are expected to lead to the adoption of conclusions and a plan of action for the next few years.
46. Many questions contained in the recommendations of the evaluation report will be addressed in those discussions. It will be an occasion for the ILO constituents to determine the orientation of future work on non-discrimination and to address the issues of strategy and priorities. The evaluation report will be examined and taken into account in the preparation of the discussions.
47. The references in the report to successful ILO work in specific areas and the recommendations on advocacy and resource mobilization point to the need for further action by the Office and donors to step up their commitment to support Outcome 17. It is hoped that further resources will be mobilized for activities in this field as a result of current efforts to improve focus and develop workplans resulting from the discussion of the Global Report on non-discrimination in 2011, and the need to follow up the comments of the supervisory bodies.
48. Production of new tools that are envisaged, for example on racial discrimination and on equality of treatment of migrant workers, which would involve collaboration between different departments and programmes, and new knowledge-management tools and practices, also recommended by the evaluation report, are already integrated in the Programme and Budget for 2012–13 workplan, in particular through global products on non-discrimination, to strengthen and contribute to the cross-cutting nature of non-discrimination at work. Attention will be paid to optimum allocation of RBSA resources for that purpose. Work has already been initiated.
49. Action will be taken to thoroughly review the evaluation report and to explore possible adjustments in any part of the Office work that might result in further improvements in delivery.

Part 2. Independent evaluation of the ILO’s strategy to address HIV and AIDS and the world of work

Introduction

50. The evaluation, which was conducted by a team of independent evaluators, and managed by the ILO Evaluation Unit, consisted of a global analysis of the ILO’s strategy to support the world of work in responding effectively to the HIV and AIDS epidemic within the ILO Strategic Policy Frameworks for 2006–09 and 2010–15.
51. The independent evaluation is based on the analysis of key reports and programme documentation, a portfolio review organized by country, project documentation and interviews with ILO staff, constituents and United Nations (UN) system colleagues. Six desk case studies and three country missions were undertaken covering Cambodia, China, Ethiopia, India, Paraguay, Senegal, Russian Federation, Zambia and Zimbabwe.

52. The evaluation addressed six broad questions as follows:

- (i) To what extent is the design of the ILO strategy relevant to the global policy dialogue and the situation facing member States' governments, social partners, and those in the world of work lacking adequate policies and programmes to effectively address HIV and AIDS?
- (ii) To what extent have the ILO's strategy design and implementation been effective?
- (iii) To what extent has the ILO's strategy been coherent, complementary and created synergies internally and with partners?
- (iv) To what extent have resources been used efficiently, and has the programme been appropriately and adequately resourced?
- (v) To what extent have ILO actions had impact in the form of contributing to policy improvements, changes in thinking and significant progress to work towards addressing HIV in the world of work?
- (vi) Have ILO interventions been designed and implemented in ways that have maximized sustainability at country level?

Operational approach

53. The global HIV and AIDS epidemic threatens every aspect of the Decent Work Agenda and the ILO's strategic objectives. It reduces the supply of labour and undermines the livelihoods of millions of workers and those who depend on them. The loss of skills and experience in the workforce threatens productivity and diminishes the capacity of national economies to deliver goods and services on a sustainable basis. Fundamental principles and rights at work are undermined through discrimination against those affected. The informal economy – employing half of the world's workers – is particularly vulnerable to the epidemic because of its reliance on human resources.

54. In 2000, the ILO created a programme on HIV and AIDS and the world of work. In 2001, the Governing Body adopted the ILO code of practice on *HIV/AIDS and the world of work*, and, in 2010, the International Labour Conference adopted the Recommendation concerning HIV and AIDS and the World of Work, 2010 (No. 200). The code of practice is a blueprint for workplace action that sets out principles for policy development and the protection of rights, as well as practical guidelines for programmes of prevention, care and support. The right of non-discrimination lies at the heart of the concern of the ILO for the abuse of human rights in the area of HIV and AIDS in the world at work.

55. Key areas of the ILO's strategic involvement focus on increasing understanding of HIV and AIDS as a labour and development issue; mobilizing commitment and resources of the constituents locally, nationally and globally; promoting a systematic response to AIDS through workplace policies and programmes; and enhancing the capacity to plan and develop such policies and programmes.¹⁴

¹⁴ See Global Compact Learning Forum: *HIV/AIDS: Everybody's business*, Case studies series (UN Global Compact), available at http://www.unglobalcompact.bg/publication/files/en/HIV_AIDS.pdf.

Findings

Relevance, responsiveness and added value

56. The ILO programme on HIV and AIDS in the world of work has achieved a very good range of success built on a foundation that is well based in the ILO mandate on labour rights and working conditions. The ILO has added value to addressing HIV by working in its areas of comparative advantage, using tripartite dialogue and building on experience across different ILO sectors. Over time, policy dialogue on HIV in the world of work has increasingly been well informed by the constituents, national AIDS bodies and UN partners.
57. The ILO has contributed, through its programmes with tripartite constituents, NGOs and other civil society representatives and other development partners, to the realization of the Millennium Development Goals (MDGs), particularly MDG6 on combating HIV and AIDS.

Effectiveness

58. The ILO has made significant progress in the development of HIV and AIDS national and workplace tripartite policies as part of the national AIDS response in different countries. It has contributed – through technical support and together with tripartite constituents – to the adoption of HIV in the world of work in the national AIDS strategies of many countries. So far, 26 African countries, 14 in the Americas and the Caribbean, 11 in the Asia and Pacific region and five European/Central Asian countries have done so. Despite this positive result, implementation of the policies still needs to be improved. The extent to which this is possible is, however, influenced by the limited amount of financial and other resources allocated by the different stakeholders. National policies thus need to be linked to concrete planning on implementation and strategies for resource allocation.
59. The strategies and approaches developed by the ILO have been effective and coherent to a large extent. The code of practice on HIV/AIDS and the world of work has been very instrumental in raising awareness and as a concrete tool to inform governments, employers and workers on the key issues. Many global evaluation interviewees consider the code of practice to be the cornerstone of the ILO programme. It is now supplemented and strengthened by the adoption of Recommendation No. 200, which tripartite constituents and civil society view as a vital standards instrument, particularly in high-HIV priority countries.
60. While ILO/AIDS has been the source from which most of the ILO work on HIV in the world of work emanated, other ILO sectors have also implemented actions and contributed to HIV policy development. The ILO work on migration, child labour and the informal economy has already integrated issues on, for example, non-discrimination support for orphans, and economic empowerment. There is also a need to ensure that HIV in the world of work is more thoroughly embedded in social and employment protection, with special emphasis on occupational safety and health.
61. The ILO has been very good at using HIV-related research, knowledge generation and capacity strengthening, which have also been designed and implemented in a way that addresses capacity gaps, including the capacity of constituent organizations. Some streamlining of research, consolidation and sharing of findings is still needed. Aside from research, there is a need for good practices, lessons learned and tools to be exchanged at a much higher rate, to inform policies on HIV in the world of work in different countries and settings.

62. Despite the fact that the ILO has developed good practices on HIV in the context of the informal economy, a greater effort is needed to reach the very large number of informal economy workers, jobseekers and other poor and vulnerable workers. Although gender issues have been identified in the code of practice, Recommendation No. 200 and other ILO documents, the ILO strategy on gender and HIV in the world of work is still not very strong. Global tools and various efforts have been undertaken but gender needs to be more solidly and explicitly integrated across HIV in the world of work country-level programming.

Coherence

63. The ILO interaction with the Joint United Nations Programme on HIV/AIDS (UNAIDS) at the global level has primarily been linked to high-level programmatic coordination with ILO status and requirements as a co-sponsor. It has faced some challenges within the UN joint facility in making visible and tangible the full range of its work on HIV and AIDS, particularly in the broader social protection area. This has in part been due to the decision to set up a dedicated programme and, at the same time, support cross-cutting work in other major programming areas that address those affected by HIV and AIDS. A major challenge has been to consolidate and effectively monitor and report to UNAIDS on the ILO's full range of HIV cross-cutting work and resources.
64. At the country level, the ILO is a well-accepted member of the Joint UN team and in other UN coordination bodies. The ten UNAIDS co-sponsoring organizations have different sizes, levels of country presence, mandates and modes of operation. At the country level, development partners working on HIV are often not very familiar with the ILO's tripartite process and its work with ministries of labour, although there is increasing recognition of the need to integrate and associate with multiple partners. National strategies to address HIV and AIDS in many case countries remain concentrated on the health sector, with prevention and the wider social protection systems receiving less attention.

Efficiency

65. The HIV and AIDS technical cooperation initiatives have demonstrated solid financial delivery performance, reaching an estimated 84.3 per cent financial delivery in 2009 and 90.7 per cent in 2010, and a similarly reported progress in technical delivery, according to the ILO's financial reports.
66. The ILO's results-based framework, design and implementation systems have mostly increased the coherence and effectiveness of its support to member States, including evidence of rational prioritization of countries. The DWCPs reflect the priority given to HIV and AIDS and the world of work for most countries of the southern African region. In Asia, a fair number of DWCPs have recognized HIV at the output level, usually linked to a broader social protection outcome. Outside these regions a prioritized intervention strategy is less evident, though many of the ILO's interventions are linked to donor and constituent requests. For the future, the ILO will have the added perspective of UNAIDS' recommendations for prioritized countries for 2011–15, which may concentrate the focus of country-level work.
67. Since programme inception in 2001 the commitment of the tripartite constituents has solidified and intensified as they have become more aware of the importance of responding effectively to HIV in the world of work. However, improved planning on how trade unions can play a more developed role within national HIV strategies and workplace policies and practices is needed.

Impact

- 68.** The ILO contributes to global policy dialogue and works to ensure that its strategies and priority areas on HIV and the world of work are considered in the global programme. Feedback during the global evaluation process suggested that the ILO needs to raise the profile of how its work within the broader social protection sphere, and on ILO standards, targets and reaches vulnerable groups such as migrants and child labourers. Results highlighting the effective use of various interventions, such as employment promotion, support people affected by HIV and AIDS. This situation is likely to improve given that the UN joint strategy now explicitly calls for institutionalizing HIV support within existing national programmes and systems. At country level, the technical input of the ILO on a range of issues, including specifically on HIV in the world of work, is applied, although some note that it is important for there to be more financial input to support the applications for addressing HIV through the world of work.
- 69.** The ILO strategy on HIV and AIDS has promoted mainstreaming internally across key areas of the Decent Work Agenda. Notable internal collaboration, since the creation of the ILO/AIDS programme, has been identified and this has resulted in targeted knowledge and tool development that has helped to fill gaps in the ILO's operations.

Sustainability

- 70.** The ILO's work on HIV is highly vulnerable due to limited ILO regular budget-financed staff in the ILO/AIDS unit and high dependence on extra-budgetary resources to support most activities. As such, efficiency could have been improved in terms of resource allocation and integration of different financing approaches, as well as mainstreaming HIV work more extensively within the labour protection and social security departments. The evaluators have concerns that the overall situation for funding strategies addressing HIV in the world of work is uncertain. Donors are increasingly funding at country level, and to some extent through joint UN strategies. The UN approach to HIV is also likely to be affected by changes in donor resource allocations, while the ILO's place within this changing system is uncertain. Due to resource constraints and the disparate needs of countries, the ILO can focus only on those meeting specific criteria such as high HIV prevalence, high overall numbers of people affected by HIV, or the availability and commitment of local resources in addressing HIV through the world of work. Evidence suggests that this is already somewhat the case though coverage still remains broad.

Overall assessment of the strategy

- 71.** Based on an assessment of 22 performance aspects spread across the six evaluation questions set, the evaluation team has summarized its findings using a four-point scale. The results of this are shown in table 3 below.

Table 3. Overview of the average ratings on evaluation criteria

Criteria	Rating			
	Poor	Satisfactory	Good	Very good
	1	2	3	4
Relevance, responsiveness and added value	→			
Coherence	→			
Effectiveness	→			
Efficiency	→			
Impact	→			
Sustainability	→			

Lessons learned

72. The ILO HIV and AIDS strategy provides a compelling example of how the code of practice on HIV/AIDS in the world of work spurred recognition of HIV and AIDS as a workplace issue that led to the development of an ILO standard.
73. The building of capacities for tripartite policies and actions at enterprise level has now led to a new need for capacity building of those providing support to enterprises, most prominent of whom are found in government and in workers' and employers' organizations.
74. Reaching the informal economy worker is complex and frequently requires more resources and differing expertise, entry points and partners than working with the formal sector.
75. The measuring and reporting of results based on a count of countries where specific milestones are to be met over a two-year period implicitly seems to reinforce the tendency to want to achieve breadth across ever more countries. This approach may jeopardize achieving greater depth of impact through customized interventions in a prioritized set of countries.
76. The baseline and impact studies constitute a strong basis for both project and national policy design. The links of ILO indicators to UNAIDS and countries' national strategic plans enable the ILO to contribute to reporting results in the fight against HIV and AIDS in a coherent, constructive and collaborative manner.
77. Sustainability, in terms of promoting and achieving a view on longer term horizons of HIV and AIDS in the world of work initiatives, is achieved through the adoption of national policies. Simultaneously, however, an increased impetus is necessary to ensure that national and workplace policies are implemented in a highly concentrated and sustained manner.

Recommendations

78. The recommendations are presented below:

- **Recommendation 1:** Within the overall social protection area, and with Recommendation No. 200 as the point of reference, bring together successful, well-tested past project and other actions into a more coherent and defined approach that encompasses the wider ILO social protection and labour rights comparative advantages.
- **Recommendation 2:** Develop an operational strategy to clarify and make visible the comparative advantage of the ILO on HIV, drawing on the broader decent work context, including employment promotion, legal frameworks, social dialogue and tripartism.
- **Recommendation 3:** In HIV priority countries, develop a plan of action to advance collaboration with UNAIDS co-sponsors, including those outside the established ILO areas of focus on workplace policies and workplace actions. The collaborative plan of action should focus on strategic partnerships within a well-defined results-based management framework. The plans should contribute to facilitating collaboration with key global and country-level funding organizations and take into account expected future developments, such as the One UN system.
- **Recommendation 4:** Overhaul and streamline communications on the internal and public view of the ILO's overall work on HIV and AIDS to profile countries rather than projects. Ensure that work on HIV and AIDS in different ILO sectors is included. Communicate the ILO's roles and responsibilities in local actions and how ILO input at local level helps to inform and improve its technical support for national policies and strategies.
- **Recommendation 5:** Target a reduced number of priority countries to concentrate HIV-aimed efforts, and based on well-defined criteria within ILO and UN strategy frameworks.
- **Recommendation 6:** Consolidate HIV staffing and field structures to support a revised strategy and prioritized set of countries. Address operational inefficiencies and imbalances between staff and non-staff resources.
- **Recommendation 7:** Develop and broaden ILO operations to address HIV in countries through as yet under-exploited avenues within national occupational safety and health systems, including labour inspection functions, working conditions and social security systems. Special emphasis is needed on extending the quality and reach of health insurance, preventive health-care services and expanding existing schemes for family benefits.
- **Recommendation 8:** For HIV priority countries, increase the focus on, and articulate a clearer strategy for, addressing HIV in the informal economy, including gender issues.
- **Recommendation 9:** Develop joint national plans for resource mobilization that can link the programme and budget outcome-based workplanning to implementation of Recommendation No. 200.
- **Recommendation 10:** Increase emphasis on sustainability by scaling up the national development of policies, approaches, materials and support providers, with due consideration of feasible exit strategies.

Comments from the Office

79. The Office welcomes the findings of the report as a tool to strengthen the ILO's strategic response to the epidemic, at and through the workplace, with the constituents. The report echoes the Office's reflection and self-evaluation on the need to focus on countries, and strengthen collaboration within and beyond the social protection sector.
80. The global framework, including MDG6, demands the ILO's continued involvement. It was reiterated in the "Political Declaration on HIV/AIDS" adopted by the UN General Assembly in June 2011, which states: "including by taking into account all relevant ILO Conventions, as well as the guidance provided by the relevant ILO Recommendations, including ILO Recommendation No. 200".
81. The following is the Office response to the issues raised in the recommendations:

- *The need for a broader human and labour rights-based strategy, an operational strategy and a plan of action (recommendations 1, 2 and 3).*

In line with the Strategic Policy Framework 2010–15 and the programme and budget, the Office will strengthen its work to address human and labour rights issues, to implement workplace HIV and AIDS prevention and non-discrimination programmes. In addition, the Governing Body adopted in March 2011 the ILO Global Action Plan (GAP) to promote implementation of the HIV and AIDS Recommendation, 2010 (No. 200).¹⁵ Within that framework, the Office will provide technical and advisory support to constituents to give effect to Recommendation No. 200, with a strong human and labour rights component. The GAP outputs and indicators complement those in the programme and budget. Moreover, as a co-sponsor, the ILO will contribute to delivering UNAIDS 2011–15 "Getting to zero" strategy, which has a strong human rights base. Special care will also be taken to produce more gender-disaggregated data to help implement gender-sensitive policies.

- *Improving visibility and clarity (recommendation 4).*

The Office will ensure that internal and external communications profile country work, reflect the diversity of collaborations – in-house, with constituents and other partners, highlight the ILO's contribution to national policies and strategies, further disseminate ILO good practices and lessons learned, and produce practical and visible tools and materials.

- *Focus on a reduced number of priority countries (recommendations 5, 6 and 10).*

As reflected in the Programme and Budget for 2012–13, the Office will target a reduced number of countries and focus on achieving greater impact in support of UNAIDS' and co-sponsors' strategy. The constituents' needs will guide action. HIV and AIDS technical support in the field will be adapted to the focus and the prioritization of country activities, to ensure high impact and sustainability.

- *The need to address HIV through new avenues and strengthen work with different ILO sectors (recommendations 7, 8 and 9).*

In line with the 2001 code of practice, efforts have been made to mainstream HIV and AIDS into ILO programmes and activities, and will be further strengthened, including in the field of employment creation for people affected by HIV and AIDS, occupational safety and health systems, labour inspection, working conditions, and social security systems to support an HIV and AIDS-sensitive social protection floor. Collaboration will

¹⁵ GB.310/17/1.

be enhanced with countries that need to address HIV and AIDS prevention, care and support for informal economy workers, jobseekers and workers at risk.

Part 3. Independent evaluation of the ILO's support to the Bahia (Brazil) Decent Work Agenda (BDWA)

Introduction

- 82.** This report presents analyses, findings and recommendations of the independent evaluation of the ILO's support to the Bahia (Brazil) Decent Work Agenda (BDWA), conducted in early 2011. The evaluation reviews the ILO's performance throughout the period 2008–10, during which seven ILO technical cooperation projects were implemented. The percentage of the total ILO technical cooperation project budget allocated to the country was approximately US\$5 million.
- 83.** The state of Bahia is the first subnational decent work intervention to be evaluated. Moreover, the fact that the formulation of the intervention was driven by the state of Bahia itself will increase the value of the lessons learned from this evaluation and the implications it could have for other large, regionally diverse countries.
- 84.** The evaluation team formulated questions around the criteria of relevance, validity, efficiency, effectiveness, impact and sustainability. Qualitative methods were primarily used to collect information to answer the questions. During information collection, the evaluation team reviewed 34 documents and interviewed 44 stakeholders.

Operational approach

- 85.** In May 2006, the 16th American Regional Meeting of the ILO was held in Brasilia, Brazil. The tripartite delegations who attended the meeting discussed the Decent Work Agenda for the hemisphere as presented by the ILO's Director-General, and committed themselves to a decade of decent work. The Brazilian Minister of Labour used the occasion to launch the National Decent Work Agenda.
- 86.** However, turnover in labour and other ministries threatened to paralyse the further development of the national agenda. The ILO Country Office for Brazil therefore reached an agreement with the governor of the state of Bahia to implement a subnational initiative in the state. The BDWA was formulated throughout 2007 under the leadership of the Bahia Secretary of Labour, Employment, Income and Sport (SETRE-BA).
- 87.** The BDWA began with strategies for the following eight main outcomes:
- **domestic labour:** strategies that give value to domestic labour developed and stimulated as a way of improving this sector's living conditions;
 - **workers' health and safety:** public policies and the State Workers' Safety and Health Plan, implemented in agreement with national and international norms, and articulating and making operative plans compatible in related areas and institutions;
 - **youth:** aligned public policies, programmes and projects developed and consolidated to expand and improve decent work opportunities for youth, including a central articulation strategy between work and education;

- **eradication of child labour:** the State Eradication of Child Labour Plan, implemented and monitored by the State and Municipal Eradication of Child Labour Commissions, in the perspective of intersectorial management and converging policies to address child labour;
- **public service:** policy adopted to ensure improvement in value, professionalization and improvement of the quality of life of civil servants, with implementation of programmes and actions that guarantee a safer and healthier working environment, contributing to the supply of more efficient services to society;
- **promotion of equality:** policies and programmes implemented to address discrimination in access, permanence and progression in the world of work;
- **eradication of slave labour:** the State Plan to Address Slave Labour prepared, implemented and monitored, with the definition of prevention, assistance and responsibility strategies; and
- **biofuels:** strategies and targets for promoting decent working conditions incorporated in the State Bio-diesel Programme and other state promotional initiatives in the biofuel area.

Findings

Strategic alignment

88. Annex 4 of the full evaluation report contains a table that shows how the BDWA aligns with the UNDAF, the Decent Work Agenda for the Americas Hemisphere, the National Decent Work Agenda and the ILO Programme and Budget for 2010–11. Analysis shows that the BDWA outcomes align best with the outcomes of the ILO’s programme and budget; six of the eight BDWA axes align with five of the 19 programme and budget outcomes.
89. The alignment between the BDWA outcomes and those of the UNDAF, the Decent Work Agenda for the Americas Hemisphere and the National Decent Work Agenda is somewhat uneven.

Programme logic

90. The tripartite constituents, with strong leadership from the Bahia state government, used a programme logic different from that described in the *ILO Decent Work Country Programmes: A guidebook*. The BDWA does not contain priorities, only outcomes (axes) and lines of action.¹⁶ There are also no indicators, targets or strategies. It could be said that the programme logic used by the constituents to prepare the BDWA was less linear than the logic typically used in the ILO. One drawback of this might be that the results of the axes are not explicitly connected to higher level priorities.

¹⁶ According to version 2 of the guidebook (2008), priorities are global objectives and commitments that are not set within a particular time or resource frame. Outcomes, on the other hand, are significant changes that are intended to occur as a result of [ILO] work (i.e. lines of action).

Evaluation

91. An assessment of the evaluation (Annex 6 of the full evaluation report) found that the BDWA outcomes, for the most part, seem to be clearly defined and actionable. However, the evaluation team did not find indicators, baselines, targets or milestones that would have permitted an evaluation of the BDWA using methods consistent with RBM, although perhaps this does not matter as it was fundamentally a political and not a programming document. The outcome goals of all the other government departments (*secretarias*) were accommodated by SETRE–BA in order to obtain their political support for the decent work process.

ILO support of the BDWA

92. The manner in which the ILO Country Office for Brazil provided project support for the BDWA seemed to evolve over time. Early in the creation of the BDWA, the ILO built the capacity of the tripartite constituents. Initially, the BDWA process was led by a state government that was so strong it could have overwhelmed the social partners. Consequently, the ILO held a variety of training activities to build the capacity of the social partners to enable them to participate in the creation of the BDWA as equal partners.
93. In addition, early on in the process, the Country Office created an enabling environment for the BDWA. One of the ways this was accomplished was through communication (for example, printed publications and the Internet). The Country Office did not necessarily produce these communications, but it helped provide content to the government department that did.
94. One source from which the Country Office mobilized funds was the RBSA; this is a funding modality that uses un-earmarked funding for the key priorities of the ILO and its constituents. In the case of the BDWA, the flexibility of the RBSA allowed the ILO to support activities that would otherwise not have been funded from any other source. The RBSA funds, therefore, made the ILO an attractive partner to the Bahia State Government and to the social partners.
95. The ILO used the RBSA funding to make small strategic investments that leveraged a large amount of work. For example, it contracted consultants (at a cost of 4,000 Brazilian reais (BRL) each) to compile the results of discussions held at the technical chambers and to write the implementation plans. This had the effect of easing the burden on already overworked tripartite constituents and prevented the BDWA process from stalling.

Transition from an agenda to a programme

96. In late 2008, the ILO Country Office for Brazil received approval for the RBSA-funded project to transform the BDWA into the Bahia Decent Work Programme (BDWP), the operational instrument that would define the priorities, outcomes and lines of action established by the BDWA to each of its eight axes.
97. The project resulted from a protocol for technical collaboration signed by the Director-General of the ILO and the Governor of Bahia during a special event concerning the BDWA that took place during the 97th Session of the International Labour Conference (2008) in Geneva. The project lasted from January 2009 to March 2010 and had a total budget of US\$250,000.

Results

Relevance

98. The BDWA's axes were established through a democratic and participatory process and included representatives from the government, workers and, to some extent, employers. However, representatives from the employers' organizations interviewed by the evaluation team found some of the priorities established by the BDWA to be somewhat less relevant to their needs.

Validity

99. The evaluation found that three of the eight axes did not have a technical cooperation project designated to support them and, in addition, funds were not evenly mobilized among those axes that did. The evaluators recognize the unfeasibility and, sometimes, undesirability of providing the same amount of funding to all axes. However, in the future, the Country Office should do more at the planning stages in order to ensure that all axes are financially supported by projects and/or planned activities, even those that seem less attractive to donors.

Efficiency

100. Most resources to support the BDWA were mobilized by the Country Office, taking advantage of windows of opportunity within its existing funded programmes and projects rather than through new and specific projects. Despite this fact, the ILO was able to efficiently use the resources available to provide technical support to the BDWA and its organizers and to successfully leverage its funds and resources, contributing to a great number of initiatives and commitments towards the promotion of decent work in the state.

Effectiveness

101. Of the 14 expected results, two were fully achieved, four were partially achieved with significant reach, four were partially achieved with limited reach and four were not achieved. The effectiveness analysis should not be considered as the sole demonstration of the RBSA project's success. The impacts created by the project, and the basis for sustainability of the changes produced, complement the assessment of the real benefits promoted. The partially achieved or not achieved outcomes were probably too ambitious for the relatively short time frame of the project. Difficulties in setting the original objectives and expected outcomes could be a result of the novelty and complexity of the initiative and a limited knowledge of the intervening context.

Impact

102. The evaluation found that the BDWA has already produced an important impact at three levels: (i) within Bahia; (ii) between Bahia and other municipalities and states in Brazil; and (iii) between Bahia and similar situations in other countries in the southern hemisphere. The ILO's support to the BDWA was key to the creation of many of these impacts.

Sustainability

103. The BDWA has taken important steps to make its present and future benefits sustainable in the long term. Probably the most decisive factor influencing its sustainability was the political support received from constituents, especially the state government. Since the BDWA's inception, the ILO has played an important supporting role – mobilizing funds, providing technical support and lending international credibility – all key aspects to ensure the Agenda's success. However, the true ownership of the work was always in the hands of the state government and, to a lesser extent, the workers' and employers' organizations.

Factors of success

104. The evaluators identified some aspects that seem to have enabled the positive results produced by the BDWA:

- the previous experience of both the Governor and the Secretary of Labour for Bahia with the ILO's thinking on decent work and their political determination to develop a Decent Work Agenda since the first year of the Governor's first mandate (2007–10);
- political continuity at the state level during the period 2011–14 and the continuous commitment to promote the BDWA;
- the ILO's readiness to respond to, and be proactive regarding, the request for support from the government of Bahia to implement a Decent Work Agenda in the state;
- leadership capacity of the members of the Bahia government, especially from SETRE-BA, throughout the implementation process of the BDWA;
- ILO expertise in facilitating intersectoral dialogue and in the content area of some of the priority axes established by the BDWA; and
- convergence of interests between the government and labour organizations on most of the themes established as priorities by the BDWA.

105. At the same time, the evaluation team also identified aspects that clearly limited greater advances of the BDWA. The most relevant are:

- difficulty in obtaining technical support for some of the BDWA axes: public servants, youth, health and safety, people with disabilities and domestic labour. The technical chambers that could not count on expert support from the ILO had more difficulty in developing their implementation plans;
- lack of an ILO official based in Bahia and fully dedicated to the work of the BDWA as a whole;
- low participation of most of the sectors representing employers. The only active employer federation at the BDWA's steering committee is industry, with very limited participation from small business, agriculture and commerce;
- even though the high number of axes (nine) has ensured a broader participation of government departments in decent work initiatives, it has also dispersed efforts on too many fronts, which has to some extent hindered greater achievements; and

- efforts to increase the capacity of members of the technical chambers to elaborate specific indicators for their respective implementation plans were insufficient to enable the establishment of a proper monitoring system for them and, even less, for the BDWP as a whole.

Lessons learned

106. The following are the key lessons the evaluators were able to learn from this study:

- There were questions on whether initiating such an effort, without an established national Decent Work Agenda, would be able to succeed: the BDWA is living proof that it is possible.
- The BDWA has shown the key role the state government has played in ensuring the continuity and expansion of decent work initiatives in Bahia.
- The transition from an agenda to a programme requires considerable technical knowledge of programme monitoring and evaluation.
- A large number of axes can broaden the participation of government agencies, but can also decrease the interest of other constituents.
- The BDWA intervention, perhaps more than anything else, demonstrates the power of self-organization. They experimented with previously unknown organizational structures and processes in order to arrive at an intervention appropriate for their context. The result is an unconventional decent work initiative that has achieved unconventional results.
- Variations in design, as well as flexibility and adaptability of the ILO country offices' role in planning and implementing DWCPs, are important features to ensure that constituents will assume full ownership of decent work programmes.
- Political economy drives the budget process. What happens cannot be controlled; therefore, there is a need to take advantage of opportunities when they arise. This may be a key factor for assuring sustainability.
- Project support from the ILO not only aided the outcomes of the BDWA, but also provided support to meet the strategic needs of the tripartite constituents – although not evenly, given the government's greater leadership in the process.
- One of the reasons that this intervention had such an impact is that, perhaps inadvertently, it took a systemic approach. The intervention altered the structure of the decent work system and that, in turn, influenced the processes that it was able to carry out: function follows form.
- Developing an evaluation culture is a process that requires time and effort. It is necessary to invest in developing the learning capacity of managers, aiming at improving their abilities for planning and formulating indicators.
- The leading role played by the Government was fundamental in mobilizing the various actors involved in the BDWA. It is, however, imperative to be clear about when there is a need to build more horizontal relationships with representatives from workers and employers.

- Promoting social dialogue requires leaders of the groups involved to have the capacity of mediating differences and of using appropriate language for each group.

Recommendations

107. The recommendations are presented below:

- **Recommendation 1:** Probably the most important recommendation is for the ILO to strengthen its support to the decent work efforts in Bahia. The RBSA project was important to ensure the initial steps to a transition from a Decent Work Agenda to a Decent Work Programme. The transition, however, is still in its infancy and needs to be properly nurtured in order to become a reality. The Government's support to the BDWA and BDWP has been, and will be, essential, but is not sufficient. Since the end of the RBSA project, the ILO's support has diminished substantially and representatives of the tripartite constituents have recognized this aspect as a major limitation.
- **Recommendation 2:** Establish a monitoring strategy to oversee the implementation of the axes' plans included in the BDWP (soon to be officially created by the Governor) and the expected results that will come from these efforts.
- **Recommendation 3:** Increase efforts to foster consciousness regarding the importance of engaging in decent work initiatives among employers (small, medium and large corporations). Two representatives of employers indicated that the ILO is best qualified to do this as they understand the differences between them, the Government and the labour unions.
- **Recommendation 4:** Make sure that the axes without significant institutional support, such as labour equality for people with disabilities and domestic labour, have enough support to succeed.
- **Recommendation 5:** Create strategies to systematize and disseminate the decent work good practices that have been produced in Bahia.

Comments from the Office

108. The following is the Office response to the issues raised in the recommendations:

- *The ILO should strengthen its support to the decent work efforts in Bahia since the transition from a Decent Work Agenda to a Decent Work Programme is still under way.*

Agreed. It is worth noting that there was only one RBSA-funded (US\$250,000) project specifically directed at supporting the BDWA. These resources, modest given the complexity of the process, the size of the state, and the number of requests for technical assistance, were used strategically to strengthen the process. In addition, the ILO Country Office for Brazil created synergies among the technical cooperation projects in Brazil, allocating part of the resources to the BDWA. The State Decent Work Conference is an opportunity to strengthen the elements of the Agenda, the Bahia Decent Work Programme and the commitment of the tripartite constituents to them.

- *Establish a monitoring strategy to oversee the implementation of the axes' plans and its results.*

We are not totally in agreement. We monitor actions of the Plan and their results; however, considering that it is a process conducted by the state of Bahia, and not by the ILO, it is reasonable that the local institutions should be responsible for the monitoring, and that is what happens. There are difficulties, such as the turnover of government officials, and in this sense we will strengthen our support.

- *Increase efforts to foster consciousness regarding the importance of engaging in decent work initiatives among employers.*

Agreed. The realization of municipal, regional and state conferences is an opportunity to improve the participation of the employers, given that the basis of the discussion in those events is in the Agenda and the Plan. The ILO Country Office for Brazil supports the process and has discussed, together with the state government, the draft of the Decree for the rules of the conference and the instrument of the organizing committee.

- *Make sure that the less supported axes so far (e.g. people with disabilities and domestic workers) have enough support so that they can make further advances.*

Agreed. In spite of the limited resources, we continue to strengthen the components of the Plan. The Country Office for Brazil supports the conferences, including participation in the state and some preparatory conferences. The participation of the Office and of national specialists, besides defining decent work indicators, strengthens the process in Bahia in terms of implementation and monitoring. It is worth noting that the state of Bahia has published, with support from the ILO, pamphlets on key topics including domestic labour.

- *Create strategies to systematize and disseminate decent work good practices that have been produced in Bahia.*

Agreed. A constant concern of the Office has been to strengthen the organization of the National Decent Work Conference, where Bahia is a major reference. We also support the effort of the state Government to systematize the process, through a publication. On the other hand, we consider that this evaluation is itself a contribution to systematizing and disseminating the experience. Finally, the Office will systematize the process of the National Decent Work Conference, including the preparatory stage.

Comments from the tripartite constituents

109. The following statements were made by the tripartite constituents:

- *Bahia state Secretariat of Labour, Employment, Income and Sport, coordinator of the Steering Committee of the Bahia Decent Work Agenda.*

The evaluation makes clear the importance of the ILO's technical support. The ILO worked closely with the tripartite constituents to adapt decent work to the local reality in order to build and consolidate the Agenda. The evaluation shows that the uniqueness of the experience was a challenge for the ILO, which on occasion had to adapt its own practices, both in support and programmes, in order to achieve the proposed objective. It is also important to highlight that the ILO has always been available to guide and provide technical support in several areas. This allowed the programme of Agenda activities to be structured without ILO participation or direct assistance. Many of these activities were implemented at the initiative of state actors according to the Agenda's action plan. [...] The independent evaluation confirms that the ILO nevertheless plays an important role in

the process, especially now that the programme has been consolidated. Thus, the state government anticipates the continuity of ILO support. Now that the Bahia Decent Work Programme has been established, efforts will be made to consolidate and implement it. New expectations and perspectives of support have been created from two initiatives. One is the recently established Fund for Promoting Decent Work, FUNTRAD. The other is the State Conference on Employment and Decent Work that has had broad repercussions throughout the state due to the large and significant participation by several key actors of the world of work.

- *Central of Brazilian Workers (CTB Bahia), Unified Central of Workers (CUT Bahia), Força Sindical (FS Bahia) and Workers General Union (UGT Bahia).*

Among the relevant aspects of BDWA's work is the systematic follow-up by ILO officials. Their contribution to the creation of this space marks an important milestone in workers' struggles, with the establishment of an environment conducive to dialogue among the various social actors, always based on mutual respect and in the pursuit of a balance among workers, employers, government and civil society. This tripartism enabled a new dynamic guaranteeing a rich space for discussion, elaboration and convergence towards social harmonization. For the workers' movement, the ILO's guidance, monitoring, follow-up and evaluation served to establish a tripartite social dialogue in the BDWA. The rich experience of the Agenda demonstrates to the other states of the Federation that its results can serve as a reference and interchange of experiences with representatives of other nations.

- *Federation of Agriculture and Livestock of the state of Bahia (FAEB) and Federation of Commerce of the state of Bahia (FECOMERCIO).*

The Federation of Commerce of the state of Bahia understands the importance of the development of a Decent Work Agenda in Bahia state and supports any democratic initiative that seeks better working conditions through tripartite social dialogue among government, employees and employers. At the same time, it is important not to lose sight of the fact that there is no decent employment without sustainable enterprises which combat any form of discrimination for better working conditions, avoid informality and seek the reduction of social costs.

110. *The Committee may wish to recommend that the Governing Body requests the Director-General to take into consideration the findings, recommendations and lessons learned from the independent evaluations.*

Geneva, 14 October 2011

Point for decision: Paragraph 110