

**ILO SELF ASSESSMENT**

**of the**

**DFID/ILO Partnership Framework Arrangement**

**(2006-2009)**

**October 2009**

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## List of acronyms

ACTEMP	Bureau for Employers' Activities (in the ILO)
ACTRAV	Bureau for Workers' Activities (in the ILO)
CEAC	Central African States Economic Community
CEB	Chief Executives Board for Coordination (of the UN)
CTA	Chief Technical Adviser
DFID	United Kingdom Department for International Development
DRC	Democratic Republic of Congo
DWCP	Decent Work Country Programme
DWI	Decent Work Indicators
DWP	United Kingdom Department of Works and Pension
EAC	East African Community
ECA	Economic Commission for Africa
ECOSOC	UN Economic and Social Council
EIIP	Employment-Intensive Investment Programme
EVAL	Evaluation Unit (in the ILO)
FAO	Food and Agricultural Organization
FCO	Funds Control Officer
FISEXT	Financial Information System for External Offices
GB	Governing Body (of the ILO)
GENDER	Bureau for Gender Equality (in the ILO)
GFMD	Global Forum on Migration and Development
GHWA	Global Health Workforce Alliance
GTZ	German Technical Cooperation
HACT	Harmonized Approach to Cash Transfers
HLCP	High-Level Committee on Management (of the UN)
HMG	Her Majesty's Government of Great Britain and Ireland
HQ	ILO Headquarters
HR	Human Resources
ICA	International Cooperative Alliance
IFAD	International Fund for Agricultural Development
IFI	International Financial Institution
IGDS	Internal Governance Documents System
INTEGRATION	ILO Policy Integration Department
IOAC	Independent Oversight Advisory Committee
IOE	International Organization of Employers
IOM	International Organization for Migration
IPEC	International Programme on the Elimination of Child Labour
IPSAS	International Public Sector Accounting Standards
IRIS	Integrated Resource Information System
IT	Information Technology
ITC-ILO Turin	ILO International Training Centre in Turin, Italy
ITUC	International Trade Union Congress
JAF	Joint Assistance Framework
JAS	Joint Assistance Framework (of the UN)
JMDI	Joint Migration and Development Initiative

JP	Joint Programme
LEAP	Liberia Employment Action Programme
LEEP	Liberia Emergency Employment Programme
LMI	Labour Market Information
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MIGRANT	International Migration Programme (in the ILO)
MLFLM	Multilateral Framework on Labour Migration
NAP	National Action Plan
NRA	Non-Resident Agency
OBW	Outcome-Based Work plan
OECD	Organization for Economic Co-operation and Development
OGA	Oracle Grants Accounting
OHCHR	Office of the High Commissioner for Human Rights
PAC	Programme Allocation Change
PARDEV	Department of Partnerships and Development Cooperation (in the ILO)
P&B	Programme and Budget (of the ILO)
PCM	Project Cycle Management
PDM	Programme Decision Minute
PFA	Partnership Framework Arrangement
PGA	Participatory Gender Audit
PITS	Project Implementation Tracking System
PROCUREMENT	ILO Procurement Bureau
PRS	Poverty Reduction Strategy
PROGRAM	Bureau of Programming and Management (in the ILO)
PSI	Public Services International
QAF	Quality Assurance Framework
QAM	Quality Assurance Mechanism
RAPS	Recruitment, Assignment and Placement system of the ILO
RB	Regular Budget (in the ILO)
RBM	Results-Based Management
RBSA	Regular Budget Supplementary Account (in the ILO budget)
RC	Resident Coordinator (of the UN)
RD	Regional Director (of the ILO)
RO	Regional Office
SAFEWORK	Global Programme on Safety, Health and the Environment (in the ILO)
SAP-FL	Special Action Programme to Combat Forced Labour (in the ILO)
SB	Social Budget
SECTOR	Sectoral Activities Unit (in the ILO)
SJD	ILO Declaration on Social Justice for a Fair Globalization
SPER	Social Protection Expenditure and Performance Review
SPF	Strategic Policy Framework
SRO	Sub Regional Office
TC	Technical Cooperation
UAE	United Arab Emirates
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework

UNDP	United Nations Development Programme
UNEG	UN Evaluation Group
UNFPA	United Nations Population Fund
UNIDO	United Nations Industrial Development Organization
UNIFEM	United Nations Development Fund for Women
WAEMU	West African Economic and Monetary Union
WED	Women's Enterprise Development
WHO	World Health Organization
XB	Extra-Budgetary resources (in the ILO budget)
YE	Youth Employment

# **ILO SELF ASSESSMENT**

## **of the**

### **DFID/ILO Partnership Framework Arrangement (2006-2009)**

#### **1. Introduction**

##### **1a. Purpose and methodology of the Self Assessment**

- 1.1. The main aim of the ILO Self Assessment is to undertake a participatory, self-critical and informed analysis of what went well, what did not and why, and what additional efforts and support are needed to improve implementation of the DFID/ILO Partnership Framework Arrangement (PFA) towards the ultimate objective of *“enabling the more effective performance of the ILO as a results-based organization fully engaged in the processes of UN reform at the country level through effective implementation of Decent Work Country Programmes”*. The results of the Self Assessment are intended to facilitate an external evaluation of the PFA to be conducted by DFID, and to provide a basis for the ILO’s Department of Partnerships and Development Cooperation (PARDEV) and the United Kingdom’s Department for International Development (DFID) to discuss and negotiate a possible future partnership between the two organizations and ways to strengthen their institutional relationship. More broadly, the results of the Self Assessment will also be useful for the Office to draw lessons for better managing for results.
- 1.2. The Self Assessment examined evidence of achievements against the outcomes identified in the Logical Framework (Log Frame) of the PFA (Annex 1) which was reviewed and rationalized in May 2008, following a Comprehensive Review conducted by DFID and the ILO. The three components of the Log Frame are:
  - Part 1: Strengthened Results-Based Management (RBM) systems and accelerated transition to a Decent Work Country Programming (DWCP) approach;
  - Part 2: Accelerated implementation of results-based and quality-controlled DWCPs in Africa through the ILO’s core voluntary account or Regular Budget Supplementary Account (RBSA); and
  - Part 3: Enhanced evidence of the impact of global policy and advocacy work in the areas of Forced Labour, Labour Migration, Social Security and Cooperatives in Africa.
- 1.3. The methodology for the Self Assessment was, by its very nature, participatory and interactive and comprised two phases:
  - Initially, Part 1 and each of the policy programmes in the thematic areas under Part 3 of the PFA conducted its own assessment. The assessments were supported by an independent consultant who developed detailed questions for each project based on the ILO Evaluation Unit’s (EVAL’s) guidance for self evaluations. For Part 2 of the PFA, the Regional Office for Africa compiled country level information on progress against the indicators for each of the five priority areas in the revised Log Frame. The

assessment reports listed in Annex 2 provided the basic evidence for the overall Self Assessment.

- The overall Self Assessment was then conducted by an independent consultant; it relied on: desk reviews of the above reports and other PFA documentation (including the reports of two previous reviews conducted in November 2007 and November 2008 respectively); desk reviews of the relevant ILO Governing Body and Internal Governance Documentation System (IGDS) documents and the ILO intranet, reports of meetings and other publications; and interviews with ILO staff at Headquarters and in the Regional Office for Africa (Annex 3).

- 1.4. The main challenge of the exercise is how to measure effective performance of the ILO as a results-based organization, and how to identify what have been good results that can be attributed to the PFA. As highlighted in a document to the ILO Governing Body (GB), “RBM is an evolving tool, with limitations as well as advantages. It cannot capture the totality of what an organization achieves, in particular the intangible contributions that are in some cases of vital importance. It can lead to excessive emphasis on what is measurable instead of what is important, and on short-term results rather than longer-term performance. So long as its limitations are understood and taken into account, RBM can make a major contribution to the relevance, effectiveness and efficiency of an organization”.<sup>1</sup> It is within this perspective that the Self Assessment reviewed the overall processes and key milestones of RBM that have been implemented at Headquarters (HQ) and at the regional and country levels. The Self Assessment is also based on the recognition that the processes and key milestones reviewed are only partially or in some cases not within the scope and funding of the PFA but instead relate to broader change management initiatives agreed to and promoted by the ILO GB.
- 1.5. It is also important to note that although the three parts of the PFA are separately reviewed, it is their combined contribution that impacts on the performance of the ILO as a results-based organization. RBM and DWCP processes in combination reform the way the ILO works internally and externally.

## **1b. Structure of the report**

- 1.6. The Summary, Lessons Learned and Recommendations are in Section 2. This section could be read as a separate document.
- 1.7. Sections 3, 4 and 5 respectively present the main findings for Parts 1, 2 and 3 of the PFA. They highlight evidence of the achievements, milestones and remaining gaps against the indicators in the Log Frames. They give particular attention to the learning experiences from the implementation of the PFA and draw out the lessons learned.

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<sup>1</sup> GB.297/PFA/1/1, p.2.

## 2. Summary and recommendations

### 2a. Part 1: Strengthened RBM systems and accelerated transition to a DWCP approach

#### Summary

- 2.1. The Self Assessment concludes that, although the process has been rather long and bumpy, the ILO has made sea-change steps towards managing for results especially in the current 2008-09 biennium. The evolving process of RBM over several years has culminated in key indicators of progress in the form of the Strategic Policy Framework (SPF) 2010-15 and Programme and Budget (P&B) 2010-11, and in the introduction of Outcome-Based Work plans (OBW). The SPF focuses on the highest priorities represented by 19 outcomes, instead of the previous 31; emphasizes quantitative and qualitative measurement of results; and specifies more systematically and in greater detail new methods of work linked to results and to overarching concerns such as gender equality. Outcome-Based Work plans (OBWs) for each of the 19 outcomes, which will be ready in time for the start of the 2010-11 biennium, represent a quantum step forward in moving away from resource-based planning. OBWs will guide performance monitoring and implementation reporting and will also be a basis for resource gap analysis, resource mobilization and the allocation of additional resources.
- 2.2. The adoption of the ILO Declaration on Social Justice for a Fair Globalization (SJD) and its accompanying resolution in June 2008 has also been a major milestone. The SJD calls for wide ranging changes in the Office's working methods, better service to constituents as well as reform of the institutional practices and governance of the Organization. A step-by-step plan has been adopted for the implementation of the SJD.
- 2.3. The assessment of progress in the key areas of the RBM strategy for the ILO adopted by the GB in November 2006 and referred to as the RBM roadmap (corresponding to Outcome 1 of the revised Log Frame) found that many of the major milestones had been reached, importantly:
  - A revised Human Resources (HR) strategy to be submitted to the November 2009 GB. The revised HR strategy will be linked to ILO strategies for information technology, technical cooperation and knowledge sharing;
  - A new performance management system linking RBM and results at the individual level launched for some categories of staff since July 2009; the system will be effective for all staff as of 1 January 2010;
  - The revised proposal for the review of the field structure, based on a simplified two-tier structure in the regions and the establishment of decent work technical support teams, adopted by the GB in March 2009, and implementation being put in place;
  - A results-based knowledge strategy for 2010-15 will be submitted to the GB in November 2009; the discussion will provide more detailed guidance for the Office's work for 2010-11;

- A results-based technical cooperation strategy, that emphasizes the key role of partnerships, delivery of quality services to constituents in the context of United Nations reform, addresses the SJD, and is integrated with OBW and integrated resource planning, will be submitted to the November 2009 GB:
  - In line with the decision of the UN General Assembly, the ILO GB in November 2006 approved the adoption of the International Public Sector Accounting Standards (IPSAS) as of 1 January 2010. The proposed changes to the Financial Regulations were adopted by the ILC in June 2009; and the amendments to these rules will be discussed by the GB in November 2009. ILO IPSAS compliant accounting policies and procedures have been prepared and documented and are available on Intranet, and training programmes have been launched for ILO HQ and field staff. The independent valuation of Land & Buildings owned by ILO is scheduled to be completed by the end of the year.
- 2.4. However, the information technology aspect of the RBM roadmap has not yielded comparable results. Deployment of IRIS functionality to the regions has been disappointingly slow and behind schedule. Under FISEXT accounting system, the field is not able to align financial information with substantive work and to truly manage resources in line with results.
- 2.5. On Outcome 2 on increased transparency in governance and programme management, the donor dashboard funded by the PFA is currently on schedule for the end of 2009 and will provide donors with information on technical cooperation (TC) that was previously only available by special request or agreement. The Independent Oversight Advisory Committee has met three times since its appointment in March 2008, and submitted a first report to the March 2009 session of the GB.
- 2.6. On Outcome 3, the project outputs (including guidebooks, standard RBM and DWCP curriculum and an interactive training package, and standardized training) have contributed to strengthening the capacity of a range of ILO staff at HQ and in the field to design, implement, monitor and evaluate DWCPs in the context of UN reform. But while the capacity building programme has been assessed as a value added exercise by participants, it has not yet been possible to judge the operational knowledge as the training has been recent and there has not been time to assess the impact in real life situations. What is clear is that there is still a large unmet demand for additional tools, guidance and training, especially on specific topics covered in the current integrated workshops.
- 2.7. What, unfortunately, has not gone well is the DWCP Quality Assurance Mechanism (QAM). An assessment done by PROGRAM in May 2008 and feedback collected from the RBM-DWCP training found no evidence that DWCPs are improving in quality as a consequence of the QAM. Clearly, lessons learned will have to be taken into account and the weaknesses of the QAM addressed (see the recommendations below).

- 2.8. Quality assurance procedures for technical cooperation projects have a better record. With funding from the RBM-DWCP project, major improvements have been made in setting up a quality-at-entry mechanism for TC projects (standard procedures for the appraisal of TC projects have been systematically applied since January 2009); establishing the protocols, processes and guidance frameworks for TC projects; developing a Project Implementation Tracking System; and institutionalizing a comprehensive training course on results-based tools and Project Cycle Management (PCM) for TC.
- 2.9. On Outcome 4, the Office certainly had the mandate, the tools and the entry points (see Boxes 3.1 and 3.2) for integrating the Decent Work Agenda into the UN single country framework and its various processes, and directly contributing to the achievement of the MDGs and other internationally agreed development goals. The RBM-DWCP project (and also the use of RBSA, as reported under Section 4) has contributed to enhancing the capacity of ILO staff and constituents to make use of these. There have been many successes, especially in the One UN pilot countries. The ILO has been closely involved at national and global levels in the UN reform processes and increasingly has been recognized as a key player. But there are still many outstanding challenges – not for lack of ILO commitment. The main problems relate to the lack of alignment of the programming cycles for DWCPs and UNDAFs; the ILO’s Non-Resident Agency (NRA) status in some countries; the very large number of annual UNDAF roll-outs relative to ILO capacity; and the lack of capacity of the ILO’s tripartite constituents in contributing to and benefiting from “Delivering as One” UN at the country level.
- 2.10. The DFID “Light Review” raises the issue “How well the totality of the ILO’s country programming is absorbed into the UN single country framework and how far the UNDAF includes Decent Work”. It is important to clarify that there will never be full incorporation. There are aspects of ILO’s core mandate – including working with the ILO’s social partners to promote labour standards and the ILO’s supervisory mechanisms – that fall outside national and UNDAF priorities but that the ILO has a constitutional mandate to deliver on. What is a more realistic measure of success is whether and how the single country framework mainstreams the goals of full and productive employment and decent work for all, and the role of the ILO and its tripartite constituents in contributing to this.
- 2.11. On Outcome 5, the Gender component of Part 1 of the PFA has had two major areas of results in promoting gender equality, despite this component having been operational only since June 2008. It has contributed to Outcome 4; the main success has been the application of the ILO’s Participatory Gender Audit (PGA) tool to strengthen gender mainstreaming in the UN single country framework, in particular in the Joint Programmes involving a number of UN agencies. There have also been spin-off benefits, including giving the ILO a strategic entry point for engaging in the UN processes particularly in those countries where the ILO is a NRA. By involving ILO constituents, the PGAs have brought constituents into the UN processes and

helped other agencies to better understand their role and potential. At the global level, the project has contributed to the ILO's PGA being endorsed by the UN Inter-Agency Network on Women and Gender Equality as a useful complement to the UNCT Performance Indicators (Scorecard) on Gender Equality. Another achievement has been the strengthening of partnerships with other UN agencies, in particular FAO and IFAD, through an inter-agency technical meeting on the gender dimensions of agricultural and rural development.

- 2.12. In the second result area, the Gender component of Part 1 of the PFA has provided support to HQ units and field offices in achieving the targets set in the ILO Action Plan for Gender Equality 2008-09. As indicated in the stock taking report to the GB in March 2009, the Action Plan is the key tool for making the ILO's policy on gender equality operational and achieving results in the areas of staffing, substance and institutional arrangements.
- 2.13. Outcome 6 on evaluation is critical for the success of RBM in the ILO, and here there are good results to report in three important areas. The project has contributed to:
- Strengthening management effectiveness and accountability for RBM within the Office: EVAL's i-Track information management system provides details on evaluation schedules and lessons learned and tracks follow-up; a system of reporting and follow-up on all major evaluations has been instituted; and evaluation capacity has been enhanced, principally through the establishment of a network of evaluation staff in all regions and through training of staff and constituents;
  - Strengthening the quality of results-based DWCPs, mainly through: guidance provided to the ILO Regional Offices to internally review implementation and progress being made within DWCPs; the application of the Evaluability Assessment methodology to ensure that DWCPs are evaluable and based on RBM principles; and a "learning by doing" capacity enhancement exercise based on a retrofitting approach to improve the evaluability of DWCPs; and
  - Harmonizing evaluation practices within the UN system, including through participation in the UN Evaluation Group (UNEG) activities and through guidance to converge ILO practices for M&E to be more consistent with UNDAF procedures.

## **Lessons learned and Recommendations**

- 2.14. Given that RBM is an evolving tool and long-term process, measuring change in effective application and implementation is not easy. Though many of the outputs from the revised Log Frame have been completed as planned, it will take additional efforts, resources and time to assess the impact of their delivery and their contributions to the achievement of the set outcomes. What could be concluded with certainty is that the progress made to date would not have been possible without the much needed funding support from DFID as well as from the Government of the Netherlands. However, it is also obvious that the work is not completed and much still needs to be done.

Especially given the new and ambitious reform orientation of the SPF 2010-15 and the P&B 2010-11 and the implementation of the SJD, the challenges ahead remain huge.

2.15. Target specific capacity building efforts for change agents in the ILO, including but not limited to:

- The group of Outcome Coordinators. If the development and implementation of OBW is to succeed, the Outcome Coordinators will need intensive training in RBM principles and methodology and also in new methods of coherent, coordinated and collaborative work for results;
- Technical staff at HQ and in the field who need, firstly, to augment their capacity to be able to effectively participate in OBW planning and implementation; secondly, to support the growing number of results-based DWCPs, and also to integrate the Decent Work Agenda and align DWCPs with the huge number of UNDAFs; and thirdly, to have deeper knowledge on certain specific topics, such as UN reform and dealing with the global economic and financial crisis;
- Tripartite constituents also need to have enhanced capacity to contribute to the identification and achievement of priority outcomes at country level and to more effectively engage in the UN single country frameworks. One lesson learned is that effective participation of constituents in the UNDAF processes is at the level of national priority setting (since UNDAFs have to align to national development priorities) and also at the level of implementation of the Joint Programmes – rather than at the level of work among the agencies to formulate the Joint Programmes;
- Key staff of agencies in the UN Country Teams (UNCTs) to enhance their understanding of how their policies, programmes and activities have impacts on and implications for employment and decent work. The project experience with the awareness raising workshops for Resident Coordinators (RCs) and induction programmes for new RCS highlighted the value of such efforts.

2.16. In terms of the capacity development courses, the experience from the project is that neither Geneva HQ nor the Regions is in a position to fully or efficiently support these. To run the capacity development workshops requires a large number of technical staff to cover the content and scope of training – but appropriate staff are often not available given the competing requests for their time and consultants often lack intimate knowledge of ILO policies and procedures. One recommendation is to transition the training effort to the ILO's International Training Centre (ITC) in Turin, Italy. However, this would only partially alleviate the pressure. For the time being, ITC Turin's strengths are in the areas of facilitation and training methodologies, and the resource persons from the ILO relevant units/offices would still likely be needed.

2.17. Strengthen national capacity to monitor and evaluate decent work. With the adoption of the SJD, national constituents are invited to consider the establishment of appropriate indicators and statistics, if necessary with the

assistance of the ILO, to monitor and evaluate the progress made in implementing the national DWA. The Office, and EVAL in particular, is called upon to develop appropriate tools for effectively evaluating the progress made and assessing the impact that policies and programmes may have on the Members' efforts. Capacity development for evaluation should also contribute to UNDAF M&E for decent work linked to national systems. The UN also calls on its member agencies to identify how UNDAF-related M&E (including agency-level projects and programmes) are linked to and make use of national M&E systems and plans. Another recommendation is to support ILO efforts to ensure that its own approaches are consistent with this policy.

- 2.18. A specific recommendation in this context is to further strengthen the capacity of the ILO regional evaluation network to coordinate evaluation work planning, evaluation methodologies and good practices and roll-out of systematized follow-up to the recommendations and lessons learned. The project experience has shown that there has been distinct improvement in the quality of evaluations with the strengthening of the regional evaluation network. Also,
- 2.19. Capacity development, in terms not only of number but also quality and skills of the staff, is needed not just in monitoring and evaluation. An integrated approach to RBM requires strengthening also of programming and resource mobilization capacities. One of the major difficulties that have been encountered in RBM is the limited capacity of field staff to effectively participate in the programming cycle, and the seriously stretched resources of PROGRAM to assist them.
- 2.20. To strengthen tools, systems and guidance for more effective RBM and DWCPs, the following specific measures are especially important:
  - Revise the Quality Assurance Mechanism (QAM) for DWCPs, which in its current form has had no discernable impact on improving the quality of DWCPs. The lesson learned to date is that this effort will not bear results if it continues to be a low-cost bureaucratic exercise lacking accountability. More ownership for this process should be placed on the countries and regions. The main goal of EVAL's retrofitting exercises was to stress the importance of a country team approach to the design and M&E of DWCPs, and highlight that accountability for the quality of DWCPs remains at the country level. Country Directors and ultimately Regional Directors are also responsible for ensuring and supporting a team-approach to the quality of DWCP design and its M&E plan. At the same time, more hands-on involvement and support is required from HQ to the specific countries that are developing and implementing DWCPs. Experience from EVAL's retrofitting workshops has proven that this approach is valuable and offers tangible results in improving existing DWCPs. A similar approach could be taken with new DWCPs – but it should be recognized, of course, that training and support for DWCP development from the inception stage is very resource-intensive;
  - Devote more serious and dedicated effort to leverage the *Toolkit for Mainstreaming Employment and Decent Work* to support and strengthen

the formulation and implementation of DWCPs and integration into the UN single country framework. The DWCP Guidebook explains that it is necessary not only to define the country context but also to take account of how decent work issues are currently reflected in national priorities, development frameworks and plans and other bilateral and multilateral strategies. The Toolkit, with its assessment checklist and comprehensive knowledge base of tools gathered from across the multilateral system, provides a systematic and comprehensive instrument for carrying out such an assessment. As importantly, the Toolkit, which has been strongly and repeatedly endorsed at the highest levels of the UN, offers a substantive basis for the ILO to work with other agencies to mainstream employment and decent work into the UN single country framework. To be able to effectively make use of the potentials of the Toolkit, ILO and UN staff need both advocacy and technical training.

- Continue and strengthen efforts to improve the quality and results-oriented nature of TC projects and programmes. The Office has achieved a first, positive result, in promoting an accountability model, whereby the first level of responsibility is with the country, and the ROs constitute an intermediate level of quality assurance prior to forwarding proposals to HQs. Given the size of the XBTC portfolio of over 800 ongoing projects, the achievements to date need to be sustained and built upon. To effectively mainstream the appraisal process, it is important to provide continued support to project designers and at the same time to capacitate all regional appraisal mechanisms. To ensure that improvements in project quality-at-entry are carried through to all the stages of the project cycle, oversight needs to be made more effective during project implementation. Develop and pilot test the Project Implementation Tracking System.
- Improve knowledge sharing and reporting on lessons learned and best practices. I-track is currently collecting lessons from project evaluations over 500,000 USD. In addition to this effort, a suggestion provided by EVAL is that the Office should establish regular periodic (i.e. quarterly) tracking and reporting of lessons learned from project implementation and M&E data gathered through implementation reports.

2.21. Build upon the gender mainstreaming strategy for enhancing ILO involvement in the UN single country framework processes and ILO support to the new UN gender architecture currently under discussion. The value of the ILO'S PGA methodology has been proven for making UNDAFs more gender-sensitive but also for providing strategic entry-points for ILO collaboration with other UN agencies and for directly involving ILO constituents in the UN processes.

2.22. Last but certainly not least improve coherence and complementarities among PROGRAM, PARDEV and EVAL. Programming, evaluation and resource mobilization are integrated in a RBM approach. PROGRAM, PARDEV and EVAL have contributed to the harmonization of reporting requirements, capacity building and modules. Efforts need to be kept up, to achieve full coordination

on reporting requirements, templates and guidance. This will minimise the risk that colleagues in the field are asked to provide similar or the same information to several units but in different formats, causing additional burden for the field and offering only partial value-added. Furthermore, implementation and monitoring guidance is not always consistent with the current guidebooks or with the ILO policy and standards for evaluation. It must be stressed that much progress has already been made to streamline and coordinate all this. But the efforts need to continue until all management processes are rationalized, harmonized, coherent, linked to each other and fully reflected in Office procedures and guidelines.

## **2b. Part 2: Accelerated implementation of results-based and quality-controlled DWCPs in Africa through the RBSA**

### **Summary**

- 2.23. Thanks are very much due to DFID for substantially demonstrating its support for the RBSA through channelling some 35 per cent of the total PFA funds to RBSA for results-based and quality-controlled DWCPs in Africa. Implementation of Part 2 of the PFA was assessed in the context of the use of this new and innovative funding modality – and the overall assessment is that, despite a very tight programming cycle and teething problems in setting up the new funding modality, RBSA has made the difference in improving the quality and delivery of DWCPs in Africa.
- 2.24. In a situation in which procedures had to be very quickly put in place and funding came midway through the programming cycle, the Regional Office for Africa (RO Africa) made efforts to apply results-based principles in programming the RBSA allocation from DFID. The five selected priority areas – Employment Intensive Investments, Women’s Enterprise Development, Youth Employment, Labour Market Indicators and Elimination of Child Labour – are directly linked to priority quantitative targets in the Decent Work Agenda for Africa 2007-2015, which was agreed to and adopted by the tripartite constituents at the 11<sup>th</sup> African Regional Meeting. Given the pressure to deliver within a compressed time frame, RO Africa took the strategic decision to identify country programmes where there were already plans or ongoing efforts in these priority areas and where RBSA could make the difference in terms of accelerated delivery of outputs with impact. The RO set up a Monthly Delivery Monitoring System and established a management team to closely monitor delivery and also the need/opportunity to make use of RBSA flexibility to re-programme resources to emerging priorities, importantly to respond to the global economic crisis.
- 2.25. The evidence provided by the country offices and collated by the RO shows that RBSA has been effective - despite the very short time frame (the CTAs were only in post around March/April 2009) - in expanding delivery of services and assistance to ILO constituents and beneficiaries in Africa through DWCPs. Substantive outputs have been achieved and milestones reached in a larger set of countries than had previously been possible with regular budget (RB) and extra-budgetary (XB) resources. However, one issue worth considering, particularly for the future, is whether there might have been larger, more visible and sustainable impacts (a quantum step forward) if the focus had been on a smaller set of countries than on spreading the resources more thinly to a larger number of countries.
- 2.26. In terms of the efficiency of use of the RBSA, the following key elements of “value added” (as compared to the traditional sources of funding) were noted:

- Expanding and deepening the capacity of the ILO to deliver on decent work priorities and outcomes as targeted in the Decent Work Agenda for Africa 2007-2015 and providing better services to meet the real needs of constituents at country level. The text boxes in Section 4 of the report provide many examples of achievements. RBSA has made possible the scaling up or acceleration of activities, thereby achieving results and impact. RBSA has also helped jump start important new initiatives which lacked funding. Just to cite a few examples here:
  - Cameroon: The DWCP Output 11 specifies “an employment and investment policy unit that influences policies and coordinates and integrates labour-intensive approaches into national and sectoral planning and budgeting process particularly in the infrastructure sector”. With RBSA support, the employment-intensive investment unit has been established linking Government-funded ILO supported projects and programmes to national policy setting. Similar achievements facilitated by the RBSA are underway in Ghana and Mozambique;
  - Zambia: At the request of the country for Lead Country Status and membership to the Youth Employment Network (YEN), the National Action Plan on Youth Employment has been developed and is supported by an effective Labour Market Information (LMI) system. The National Action Plan on Youth Employment not only for Zambia but also for Egypt and the Democratic Republic of Congo directly respond to MDG8;
  - The LMI component of the use of RBSA has enabled all participating countries to prioritize LMI in their development programmes – it has contributed to strengthening country level policy making through stronger evidence of changes in labour markets and to improving monitoring and evaluation of programmes and reporting of the results;
  - Burkina Faso, Niger, Djibouti, Comoros, Burundi and Malawi: The Child Labour component of the use of RBSA is supporting country follow-up to the ratification of ILO Convention Nos. 182 and 138, as well as to country commitments to the MDGs and the Decent Work Agenda for Africa 2007-2015. It has also enabled the top-up or expansion of the multi-country action plan, which is a key element of the Global Plan for the Elimination of Child Labour;
  - The RBSA Women’s Enterprise Development (WED) component was timely in helping the Ministry of Family and Women Affairs in Zambia to implement its roadmap where women’s entrepreneurship is a priority.
- Making possible quick and effective response to urgent or emerging needs and priorities, as compared to TC funds which tend to be bound by strict parameters:
  - RO Africa made the strategic decision to reallocate RBSA from projects showing low delivery rates to support a First Decent Work Symposium for Africa in early December 2009, which is being organized by the

President of Burkina Faso as part of the Ouagadougou Process involving African Heads of State and Government, together with a Second Social Partners Forum (to take place one day before the Regional Symposium) to discuss responses to the global crisis and how to implement the Global Jobs Pact.

- Providing the real incentive (the “carrot”) for effective RBM especially at country level, supporting policy goals of the Organization and contributing to major changes in the ways in which the Office has been working:
  - As aptly described by a senior ILO official in Africa, “we can instruct countries to prepare results-based DWCPs but we have little financial incentive to offer them to change the traditional way of doing things away from outputs and activities to outcomes and results. RBSA can provide the carrot”.
- Supporting those aspects of RBM that normally are not at all or only inadequately supported by other sources of funding. An Office Procedure (IGDS Number 63, 11 February 2009) has been issued on the Use of RBSA reserve for evaluation, monitoring and oversight. Several ILO staff interviewed stressed the importance of funding to establish baselines and conduct impact assessments.
- Building upon the learning experience and expanding the knowledge base and knowledge sharing, thereby contributing to the development of capacities, especially for evidence-based policy work. Compared to TC funds which tend to be for interventions to direct beneficiaries, RBSA can support upstream policy interventions which are backed by a solid body of evidence:
  - A forum is being organized in Cairo to bring together the different countries in Africa to draw knowledge and experience of what have been effective programmes and to identify what is needed to upscale and enhance the effectiveness of the WED programme. According to an ILO official involved in the WED programme, “RBSA has forced us to rethink what we need to show results”;
  - An RBSA portal has been created on an experimental basis for knowledge sharing purposes.
- Developing the capacity of the social partners and enabling them to participate more effectively in the various stages of RBM to achieve decent work outcomes. The RBSA funded components reported that efforts are consistently made to involve the social partners in the development and implementation of the programmes and, thereby, strengthening their capacity. But they note that specific capacity development efforts are still needed as in many cases, current capacity is low.
- Enhancing collaboration and team work within the ILO. An LMI technical seminar held in Addis Ababa to train some 55 participants from 13 African countries on Decent Work Indicators including the new MDG Employment Indicators was a very good example of collaboration among five HQ units, the Regional Office and the country offices. The ability to

flexibly combine and use funds has resulted in joint work items between RBSA projects funded by different donors and also between RBSA and traditional TC projects.

- Building and extending external partnerships especially with other UN agencies within the context of UN reform:
  - Manu River Countries: RBSA was especially useful in making it possible for the ILO to enter into an agreement with UNIDO on Youth Employment and to leverage additional funds from UNIDO;
  - Sierra Leone: The Government asked the UN RC for a comprehensive mission on youth employment. RBSA was used to help fund the mission, to enhance ILO presence and to strengthen ILO participation in the One UN process;
  - Cameroon: UNIFEM, UNFPA, PNUD and AfDB have agreed to become members of the RBSA-WED consultative committee.
- Supporting regional and sub-regional integration initiatives:
  - For example, RBSA was used to foster regional integration in the East African Community (EAC) in the field of youth employment; and also for a manpower survey for EAC.
  - In Central and West Africa, the RBSA is facilitating collaboration with Central African States Economic Community (CEAC) and the West African Economic and Monetary Union (WAEMU) on employment-intensive investment policies and employment impact assessment methodologies of public investments.
- Enabling the Office to leverage additional funding from other sources:
  - Tunisia: that the fact that the ILO was able to invest RBSA motivated UNDP to appoint the ILO as the lead agency in the Youth Employment Programme under the Spanish MDG fund;
  - RBSA is being used to bridge between one IPEC project that was ending and another that is starting in 2010, resulting also in cost efficiency since there will be no need to restart with staff and facilities in 2010.

2.27. Establishing the results-based programming, management and oversight procedures for this new funding modality has obviously been a challenge for all concerned. Understandably, there have been teething problems. The main risk the Office wishes to avoid is for the “un earmarked” flexible resources of the RBSA to become a hybrid of the two traditional RB and XB sources of funding, and as such to adopt some of the weak features and lose the strong features of both. The ILO has been making serious efforts to learn from the lessons highlighted below, so as to more fully realize the potentials of the RBSA and to enhance its value added:

- Programming and allocation of all resources, including the RBSA, needs to be done in the framework of the goals and priorities established by the Office. To ensure this is done more effectively, by the end of 2009 the Office, through a joint effort by countries, regions and HQ units will complete the Outcome Based Work plan exercise for the 2010-2011 biennium. This will enable for the RBSA, together with the regular budget

and extra-budgetary resources, to be more effectively directed to support delivery of services to constituents in countries through DWCPs and Global Products, promote collaboration and policy coherence across sectors and regions and strengthen the ILO's knowledge base, ensuring at the same time the provision of development assistance;

- The procedures for RBSA proposals and approvals were made lighter than those for XB funded activities, with the aim of facilitating and speeding up the process of allocating money where it would make a difference. But the lesson learned is that we risk losing quality control standards. To ensure that quality control standards are not sacrificed, the Office is reviewing the procedures to improve quality assurance for RBSA funded activities and to better align quality standards for RB and XB-funded activities;
- With regard to the two points above and as indicated in 2.19, staff capacity to effectively participate in the programme cycle needs to be enhanced. The Office should consider targeted training and find resources for enhanced direct support to field staff in particular;
- The current practice of managing RBSA through the OGA, which is the supporting system for TC projects, has resulted in the "projectization" of RBSA and complicated the management of these funds. The lesson learned is that we should move away from conceiving of RBSA as TC and therefore limited to project activities. RBSA resources, jointly with other sources of funding, should contribute to the achievement of priority outcomes in the P&B and DWCPs in an integrated manner, as indicated in the first bullet point;
- Because RBSA has been dealt with under RB procedures, the administration has tended to be more rigid, heavier and time-consuming, especially for reprogramming of funds. Since flexibility of the use of funds and quick delivery are of the essence, the Office is already discussing ways to accelerate the financial approval procedures for RBSA;
- Having staff in place to immediately begin implementation is critical especially when timeframes are so short. However, the current procedures for the hiring of staff cannot begin until the project is created in IRIS. Here too, the Office is reviewing the procedures, including the types of contracts and costing of the contracts;
- Decentralization of funds to the country level was intended to ensure that the money was where it was most needed. But the lesson learned from the African experience has been that there needs to be a better balance between the allocation of funds to the country offices and Regional Office. This is of particular importance when RBSA is allocated to thematic windows – which, in effect, was what happened when Africa selected five priority areas for RBSA support. The selection of five priority areas resulted almost automatically in the creation of regional projects with Chief Technical Advisers (CTAs) located in the RO but the funds located in the country offices, and the RO and CTAs constrained in their efforts to maintain coherence across the field offices. It is important to ensure that, on the one hand, the funds directly meet the needs of constituents, and,

on the other hand, the ability of the RO to exercise financial and technical oversight and accountability is not adversely constrained while, at the same time, HQ is still able to monitor and track how the Region is allocating funds to the countries.

- Although strict monitoring, evaluation and oversight procedures have been put in place, the different systems - IRIS at HQ and FISEXT in the field – have produced different delivery records and complicated the efforts to track progress and achievement of results. FISEXT does not allow the field to align financial information with substantive work and to truly manage resources in line with results. The Office is working on finding better ways to streamline information coming from the two different sources and on obtaining reliable data for RBSA funded activities. The experience has also made it clear that it is important to balance delivery in quantitative terms of amount of financial resources spent or committed with monitoring of qualitative performance in terms of the outcome indicators.
- Another important lesson is that the account of the RBSA should be both flexible and predictable - predictable in terms of the certainty of available funds, including the timely payment of instalments, over a relatively long time frame; and flexible in terms of ability to best allocate the funds in the account, for example, away from results that have been achieved to outcomes of emerging priority or where there are resource gaps. DWCPs are developed to achieve results over a four to six year time frame. If RBSA is to support results-based DWCPs, it should not be bound by a biennial P&B cycle. RBSA funding on a rolling basis over at least two or more biennia or ideally six years in line with the SPF would provide certainty over the long term, for example in terms of commitments with partners and staff contracts; and this would also give the potential of greater efficiency savings.

## **Recommendations for improving the results-based use of RBSA**

2.28. The programming, management and oversight procedures and mechanisms that the ILO had put in place for the RBSA are constantly and currently being reviewed for improvements. It is in this context that the lessons learned and the recommendations made below are important: the aim is to strengthen and streamline the procedures and mechanisms so as to improve effective and efficient use of RBSA towards the goal of results-based and quality controlled DWCPs in the context of UN reform.

2.29. Improve the bureaucratic rules and administrative and financial support systems for RBSA. The Office is already giving attention to:

- Improving the programming and reprogramming of RBSA funds, with better alignment of RB and XB procedures aimed at accelerating the processes and achieving greater efficiency;
- Balancing the allocation of funds between the country offices and the RO, so as to provide services directly to constituents at country level while ensuring that the RO is able to exercise and be accountable for technical

- and financial oversight and that the HQ is able to monitor and track the allocation of RBSA funds;
- Apart from funding of country and regional initiatives, and far from the ‘projectization’ of the RBSA, make provisions for funding of global products (i.e. related to the Global Jobs Pact, employment impact assessments, labour market indicators, green jobs, etc...) that contribute to the priority outcomes;
  - Reviewing the policy for staff hired with RBSA funds, including contract and costing rules.
- 2.30. Improve quality control by better aligning XB and RB standards and strengthening the quality assurance systems for RBSA-funded activities. For example, RBSA proposals should be accompanied by a Log Frame, Implementation Plan and Monitoring and Evaluation Plan. The principal responsible units within the Office – PROGRAM, PARDEV and EVAL - need to collaborate better on a comprehensive set of guidance and templates that address current inconsistencies in the design of the results matrix, implementation, monitoring and reporting. At the same time, as RBSA is aligned to XB and RB, M&E could be done for the overall substantive programme (either linked to DWCPs, SPFs, etc....), and not be linked to the source of funding.
- 2.31. Take into account the results of appraisals or evaluations that have been done of the DWCP (the evaluations and retrofitting done by the ILO Evaluation Unit have been especially useful) – so that RBSA supports “results-based and quality-controlled DWCPs”. For DWCPs that have gone through these quality control checks, allocate larger sums (the guidelines had actually suggested \$500,000) - this would avoid a fragmented approach supporting outputs and activities, rather than outcomes. Also, it would be much more in line with the recommendation of the Paris Declaration on Aid Effectiveness and also with the ILO’s own move to an integrated budget where what is important is not the source of funding but the results that can be achieved.
- 2.32. In analyzing the resource gap to allocate RBSA, take into account how much additional funds are needed, and at the same time explicitly consider delivery capacity (do we have the human and technical capacity to effectively and efficiently spend the money) and the specific value added to be achieved from additional funding (how would the flexible funds better support OBWs jointly agreed to by the countries, regions and HQ units; how would results be stronger and more sustained – implying a deepening of RBM approaches).
- 2.33. Another lesson learned is that there is still limited capacity both among the staff and constituents to understand and effectively participate in the various stages of results-based DWCPs. RBSA invested in building up this capacity (for example, in practical terms, ensuring that there is strong programming and technical assistance to country staff and constituents when the DWCP is being developed) could be core in ensuring that the DWCP is not just a political document but the strategic basis for the way ahead to achieve decent work outcomes.

- 2.34. When identifying priority outcomes in DWCPs to support, take into account how they are linked to regional priorities. The regions all have priorities agreed upon and endorsed by the tripartite constituents, such as the Decent Work Agenda for Africa 2007-2015, which has quantitative indicators and targets. RBSA support for DWCP outcomes which contribute directly to regional priorities would lead to higher visibility of results, and, in line with an evidence-based approach, contribute to the regional knowledge base and regional integration.
- 2.35. Give more detailed consideration to how RBSA could directly support the application of RBM:
- Completing the cycle of RBM – TC and RB funds are not generally available for establishing baselines or conducting impact assessments or peer reviews (actually, provision is already in place, as specified in the Office Procedure on the Use of RBSA reserve for evaluation, monitoring and oversight);
  - Strengthening evidence-based policy work, through support for “global products”, sharing of experience and knowledge sharing platforms, systematic testing of tools;
  - Providing incentives for policy coherence and programme convergence initiatives in DWCPs that demonstrate how the gender-sensitive “inseparable, interrelated and mutually supportive” elements of the Decent Work Agenda produce stronger results and impact;
  - Supporting appropriate exit strategies for ILO activities at country level, including handing over responsibilities to appropriately capacitated national institutions at the earliest opportunity;
  - Ensuring that performance is judged both quantitatively and qualitatively – in terms not only of financial delivery rates but at least as importantly the qualitative milestones against the outcome indicators.
- 2.36. In the guidelines for use of RBSA, draw attention to the “value added” aspects of RBSA highlighted above – so that proposals (and allocation decisions) take into account, for example:
- Contributing to implementation of the Social Justice Declaration;
  - Supporting outcomes that are integral to the holistic Decent Work Agenda, such as normative action, but that may not receive adequate RB or XB resources;
  - Developing the capacities of the social partners and Ministries of Labour and seizing opportunities for strengthening their participation in the UN single country framework;
  - Encouraging opportunities for team work across the Sectors in line with OBW;
  - Enhancing ILO participation in the UNDAF and other single country frameworks, including partnerships with other agencies and raising the visibility of ILO’s role;
  - Seizing opportunities for leveraging additional funds from other sources.
- 2.37. The issue of time frame of the RBSA is critical for achieving outcomes, impact and sustainability. The P&B two-year time frame is clearly too short. As

pointed out above, DWCPs are of at least four-year durations. Linking RBSA support to the ILO SPF and regional agendas would also coincide with the 2015 timeline for the achievement of the MDGs – and, thereby, facilitate achievement of outcomes related to the MDGs and other international and regional development goals. This also implies that there must be the predictability of overall funding and timely payment of instalments over the period.

- 2.38. The alignment of funding and programming cycles is also important. The evidence has shown that the lateness of when RBSA funding was actually available for use made it more challenging to programme the use of the funds strictly applying RBM principles.
- 2.39. As the ILO moves towards an integrated budget and focuses on results rather than sources of funds, it is still essential to address the concern of donors for visibility of what RBSA is used for and its impact. Therefore, it is very encouraging that the Office and the GB are already discussing how the Implementation Report of the P&B for each biennium could be structured to provide such information within the context of an integrated budget. Some donors might be less likely to want to fund the RBSA if they are not able to get answers from the ILO on what specifically the funding is being used for and what is the expected impact at national level. Since they are also accountable for public funding, they might request detailed information on the use of the RBSA funds. While addressing this through the implementation report, it is important that the ILO line of integrating RBSA into P&B is maintained and that RBSA never becomes a quasi-XB programme. Donors who cannot subscribe to the rules of the RBSA and cannot accept un earmarking of resources, should be given the opportunity to fund a parallel and efficient XB mechanism.

## **2c. Part 3: Enhanced evidence of the impact of global policy and advocacy work in the areas of Forced Labour, Labour Migration, Social Security and Cooperatives in Africa**

### **Summary, lessons learned and recommendations**

- 2.40. Rather than attempt to separately summarize the main findings from the individual policy programmes on the four thematic areas under Part 3 of the PFA, this section highlights their key features and provides overall lessons learned and recommendations.
- 2.41. The choice of these four policy programmes for support under the PFA has been very strategic:
- They are highly relevant themes in the context of global and national developments and are of growing concern to the social partners. But they require substantial policy and advocacy work – forced labour because it is politically and socially highly sensitive; international labour migration because it closely involves issues of national sovereignty and security; cooperatives because they directly respond to the urgent needs of poor people by mobilizing self-help mechanisms and have only recently undergone a “renaissance” after having lost credibility over many years, and the social economy is being increasingly recognized as an important response to the global economic crisis; and social security because a minimum set of benefits is key to poverty eradication and protection in times of crisis: the work of the project has shown that a minimum package of benefits is affordable in the long run, the next step being mobilization of resources both nationally and internationally;
- 2.42. The significance of these themes has, however, not been matched by available resources. While financial and human resources have been the constant challenge for the Office to respond to the ever growing demands for its wide mandate, at least three out of the four policy programmes have been especially constrained. SAP-FL, COOP and MIGRANT are comparatively very small programmes within the Office relative both to other programmes and importantly to the demands for their services – it has been mainly through XB funding and efficient and effective ways of combining resources from a number of donors that they have been able to accomplish all they have done. All those interviewed emphasized that without DFID funding, many of the policy programme achievements would not have been possible.
- 2.43. The achievements of the four policy programmes should be assessed not only in relation to the resource issue but also taking into account the fact that the results of policy and advocacy work are much more time-intensive to realize and also much more difficult to measure. The time from a government request for support to draft a policy or law to its adoption is clearly much longer and the impact less immediately obvious as compared, for example, to the withdrawal of a child from labour or the establishment of an employment creation scheme. In this context, the achievements have been exceptional,

including establishing the ILO as a leading authority in the different fields.

Examples include:

- SAP-FL is increasingly called upon to help give effect to the Palermo Protocol on human trafficking which has come into force in over 100 countries;
- The Multilateral Framework on Labour Migration and the ILO's rights-based approach to labour migration is increasingly the basis for national policies and programmes focusing on the protection and employment of migrant workers;
- The Social Security programme has provided the all important evidence that low-income countries can afford a minimum set of benefits; and the technical methodologies have been adopted by other organizations working in the area;
- Coop<sup>Africa</sup> has played a catalytic role in the cooperative approach experiencing a "renaissance" in Africa as a way out of poverty, contributing to agricultural transformation and financial inclusion of the poor, and the social economy being increasingly recognized as a response to the global economic crisis;
- SAP-FL's data on forced labour are quoted worldwide, while the ILO global statistics on the migrant work force is the only authoritative estimate available and is widely quoted;
- Other evidence of the relevance and significance of their achievements is that all the policy programmes have reported that they have been able to leverage additional funding from other sources.

2.44. Another noteworthy feature of the policy programmes is that they have integrated components of the Decent Work Agenda. Coop<sup>Africa</sup>, for example, has demonstrated that the cooperative approach is very useful for addressing issues such as self-employment, HIV/AIDS, child labour and gender.

2.45. The policy programmes have endeavoured to integrate into DWCPs and UN single country frameworks. Coop<sup>Africa</sup> has shown many successes. But for the more sensitive and complex topics such as forced labour and international labour migration, the challenges have been much greater. All policy programmes, however, cited the difference in programming cycles as a major hurdle.

2.46. An important lesson learned has been that for politically and socially sensitive issues such as forced labour and labour migration, often a very gradual approach is needed to effectively support stakeholders. This and the time needed to get to the enabling policy and legal framework is long. The clear implication is that policy programme timeframes of two or even three years are inadequate for achieving results and impact in global policy and advocacy work. The certainty of funding with no disruptions is critical especially in the sensitive areas of building up the trust and confidence of stakeholders and partners. It is also critical to ensure that the considerable achievements to date in these key thematic areas are firmly entrenched and their global policy and advocacy value widely disseminated and made use of. For example, Forced Labour is one of the 19 outcomes in the ILO P&B 2010-11 and given

that it has no RB allocation, extra-budgetary funding will be the determining factor of whether the outcome is achieved.

## **2d. The DFID-ILO Partnership Framework Arrangement: Lessons learned and looking ahead**

- 2.47. It is important to start by recognizing and giving credit to DFID UK for aligning the political message of Her Majesty's Government of the United Kingdom of Great Britain and Northern Ireland (HMG) - in strongly advocating within the Governing Body for results-based management in the ILO - with its operational mechanism of the PFA. HMG was the first country to support the Director-General's initiative and the Office's commitment to RBM, joined by The Netherlands. The provision of support to improvements in management reforms of the ILO has contributed to strengthening further the leading role of DFID among other donors. DFID's commitment to supporting and stimulating improvements in ILO management reforms clearly reinforced the strategic nature of the partnership; and the PFA provided a constant drive towards internal reform within the ILO and motivated self-analysis of progress made.
- 2.48. However, the PFA does not and cannot coincide with the larger results-based governance changes undertaken by the ILO. The fundamental problem is that many of the ILO's internal and external reforms to become more effective as a results-based organization cannot be directly influenced by the operational mechanism of the PFA – these are within the purview of the ILO's governance structures. Perhaps the first and most important lesson learned is that the overriding objective of the PFA should be very clearly specified and understood by both partners – as this determines expectations and clearly has significant consequences on how performance is judged. Measurement of outputs and verification of achievement of results need to be made against the PFA Log Frame, rather than against ILO Governing Body decisions, which are outside the purview of the PFA funding to influence. This differentiation was often not made in past reviews of the PFA. For example, the DFID "Light Review" identified the ILO field structure review as an indicator of lack of achievement under the PFA. Decisions over such issues are taken by member States in the GB, which is the place where member States can exert pressure. The PFA itself cannot be effectively used as a means to exert political pressure and cannot be a successful means. But there were consequences of the Light Review for how the ILO scored in DFID ratings and in delaying the last payment.
- 2.49. The design and structure of the partnership arrangement is critical. Insofar as the first PFA document did not have well-specified goals and objectives or realistic Log Frames, it made delivery extremely demanding and time-consuming. This was rectified to some extent through the mid-term review and the revision of the Log Frames (although having three separately managed components in the PFA somehow resulted in a loss of coherence and made it more challenging to exploit the interlinkages in mutually reinforcing ways). This has unfortunately had unfortunate repercussions on

DFID's rating of ILO performance. The lessons learned are: (a) to start out right with clear specification and understanding by both sides of objectives and expectations; and (b) to place critical importance on regular and clear lines of communication, transparency in the sharing of information, policy dialogue and truly consultative sessions - these aspects are the essence of any real partnership.

- 2.50. A future partnership arrangement between the ILO and DFID may wish to take into account the following considerations:
- The strategic directions and new ways of working of the ILO reflect a move away from resource planning to OBW. Therefore, it is essential that any new partnership, including the manner of funding, supports OBWs which are linked to the highest priorities of the Organization. Voluntary core support in the form of RBSA would give the ILO the flexibility to allocate resources to priority outcomes;
  - The delays in the payment of instalments and the uncertainty of future funding has been destabilizing for those working on the funded activities and seriously risks undermining the opportunity for ILO programmes to build upon achievements, achieve sustainability and provide better services to constituents. More importantly, results not in terms of outputs but in terms of outcomes and impacts cannot be achieved within a biennium. Serious consideration should be given to aligning funding arrangements with the six-year timeframe of the SPF – this would provide a significant boost to the strategic, results-based orientation of the ILO. While ensuring a stable framework and certainty of funding which is so critical to effective planning, this does not mean that the arrangement should not be flexible to adapt to new priorities and needs. Just as the SPF is open to adaptation to new developments through the adoption of each biennial P&B, so regular DFID-ILO joint reviews and revisions of work plans and expenditures and improved oversight and evaluation functions should be part of any new partnership arrangement;
  - The analysis of the scope for improvement and the possibilities to apply adjustments to the partnership arrangement should be part of the programming cycle. As such, it would be useful to include them in the implementation plan, and in the mutual commitments by the ILO and DFID. These can be pursued through joint DFID and ILO or internal (within the Office) “review and revision” arrangements to thoroughly analyze constraints, opportunities and lessons learned and to agree on the appropriate adjustments, especially in terms of review of work plans and expenditure plans. Such review and revision exercises go hand-in-hand with planned evaluations, but it should be understood that they are different in nature (so as to avoid what happened when the “Light Review” was taken by DFID as an evaluation and it had significant consequences for the ILO);
  - Another lesson learned is that policy dialogue on specific thematic areas mainly conducted between ILO technical specialists and DFID specialists in London has not always been able to inform a content-based dialogue

on the overall PFA – the two remained somewhat isolated. This might have been due to the prominence given to Part 1 in the review of the PFA, especially in the 2008/09 interactions between DFID and the ILO. At the same time, dialogue on progress in RBM with DFID East Kilbride has been conducted separately from technical interactions with the policy teams in London;

- Practical and strategic arrangements for regular consultations and coherent and coordinated exchange of information between the ILO and DFID (London and East Kilbride), the DWP and the FCO/UK Mission would go a long way towards strengthening the partnership. For example, monitoring on technical issues by the DFID policy teams in London could be applied, along with the definition of a system to: (a) strategically exchange inputs on the partnership arrangement among the different policy teams and the ILO; (b) inform DFID East Kilbride on the latter; and (c) increase involvement of policy teams and the DWP in the reviews of technical programmes.
- Last but certainly not least, it would be important devote greater efforts to improve employers' and workers' participation in any partnership arrangement, not only in consultation sessions but also in reviews and evaluations. There should be specific outcomes-based activities aimed at developing the capacity of employers' and workers' organizations to fully participate in the different bipartite and tripartite components of any new partnership arrangement.

## Presentation of main results of the Self Assessment

### 3. Part 1: Strengthened RBM systems and accelerated transition to a DWCP approach (GLO/06/55/UKM, GLO/06/56/UKM, GLO/08/54/UKM and GLO/08/53/UKM)

- 3.1. Part 1 of the PFA is under the responsibility of the Decent Work Country Programmes and Results-Based Management: Strengthening ILO Capacity Project<sup>2</sup>. The RBM-DWCP project was designed as a capacity development programme to accelerate application of RBM in the ILO. The project is jointly delivered by the ILO Bureau of Programming and Management (PROGRAM, Partnerships and Development Cooperation Department (PARDEV), ILO Partnerships and Development Cooperation Department (PARDEV), and Evaluation Unit (EVAL), under the strategic leadership and oversight of a Steering Committee chaired by the Executive Director of Management and Administration. Revision of the PFA in 2008 resulted in a revised Log Frame (Annex 1) and an expanded budget to achieve six main outcomes. The results of the Self Assessment by the project are highlighted below according to the outcomes in the project's revised Log Frame.

#### 3a. Progress in the ILO RBM roadmap (Outcome 1: ILO has systems to report on results and impact vigorously)

- 3.2. In November 2006, the GB endorsed a RBM strategy for the ILO, referred to as the RBM roadmap<sup>3</sup>. Progress on meeting the milestones in the RBM roadmap was reported to the GB in November 2007<sup>4</sup>. But in November 2008, the DFID "Light Review" concluded that since November 2007 "there was no new evidence of progress in managing for results, in the field structure review or in the new staff performance system". It is obviously important, therefore, to examine the progress in the 2008-09 biennium.
- 3.3. Evidence of progress in the RBM roadmap since the end of 2007 is examined under each of the four key areas of the roadmap: integrated management strategies, performance and accountability systems, reform of the programming cycle, and review of the field structure.
- 3.4. In the first key area of integrated management strategies, the following milestones have been achieved:
- June 2008: ILO Declaration on Social Justice for a Fair Globalization (SJD) and its accompanying resolution was adopted, with wide ranging implications for constituents, the Office and the Organization as a whole. The SJD requires specific changes in the Office's working methods, strengthened capacity to provide services to constituents as well as the reform of the institutional practices and governance of the organization;

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<sup>2</sup> GLO/06/55/UKM, GLO/06/56/UKM, GLO/08/54/UKM, GLO/06/60/NET

<sup>3</sup> GB.297/PFA/1/1.

<sup>4</sup> GB.300/PFA/9/1.

- September 2008: A dedicated task team was established to provide proposals and advice to the ILO Senior Management Team on implementation of the SJD;
- November 2008: Step-by-step proposals for the implementation of the SJD were submitted to the Steering Group of the GB on the Follow-up to the Declaration;
- March 2009: The revised version of the SJD implementation plan in the form of a roadmap was submitted to the GB.<sup>5</sup> The roadmap provides concrete proposals to make all elements of the SJD operational – some to be implemented in 2009, others during the 2010-11 biennium and others over the six year period of the Strategic Policy Framework (SPF) 2010-15. The proposed actions are interrelated and are to be implemented coherently to achieve two overriding objectives: to focus the work of the Office to support constituents’ effort to achieve the objectives of the SJD; and to promote a new organizational culture and new working methods to improve effectiveness and efficiency;
- May 2009: A full-time Senior Adviser on Change Management was appointed, specifically tasked with providing support and guidance throughout the implementation of the reforms;
- 25 August 2009: The most recent effort to strengthen and reiterate the importance of RBM practices for the whole organization is the Office Directive issued on RBM<sup>6</sup>. It emphasizes that all processes relating to the programming cycle shall apply RBM principles, that the Office’s accountability frameworks and performance management system are integral to the strengthening of RBM in the ILO and are shaped by RBM, and that increased management flexibility is accompanied by clear accountabilities in the use of resources to achieve results.

3.5. The Human Resources (HR) Strategy of the Office is a pivotal aspect of RMB. Evidence of progress includes the following:

- The Recruitment, Assignment and Placement System (RAPS) was introduced in January 2008 ; the aim is to ensure that talent flows within the Office – recruiting the best people, providing challenging assignments, fostering the professional development of staff and making timely decisions concerning the deployment of people where they are most needed. The practical procedure is to manage all vacancies in two rounds per year;
- A revised HR strategy, to be presented to the November 2009 Governing Body, will explicitly link to other ILO strategies, specifically information technology (IT), resource mobilization, knowledge sharing and evaluation. The strategy is within a results framework and is tightly aligned with the SPF 2010-15 and the P&B 2010-11. To respond to the SJD, the revised HR Strategy addresses issues such as technical capacity, staff development and the skill base of the Office.

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<sup>5</sup> GB.304/SG/DECL/1 (Rev.)

<sup>6</sup> IGDS Number 112.

- 3.6. Information technology is part of the integrated management strategies in the RBM roadmap. Evidence of progress indicates that:
- During 2008, the Office implemented the upgraded IRIS system, allowing for simplification of some of the business processes. The Strategic Management module of IRIS has been instrumental as a support tool furthering RBM throughout the Office – it is used in the preparation of P&B proposals, Implementation Planning and Implementation Reporting processes which focus on strategic planning and reporting on results;
  - IRIS rollout to the field offices is in progress. Besides Geneva HQ, IRIS has been fully available in Jakarta and partly in RO Asia and the Pacific. SRO Budapest has been an IRIS pilot location. In October 2009, a Conference Pilot Workshop involved staff from all five Regions to agree on and confirm the IRIS model for the Regions; the model is expected to bring about harmonization of business processes;
  - Despite achievements to date, deployment of IRIS functionality to the Regions has been a disappointingly slow process and is currently behind schedule. Significant difficulties experienced during post-upgrade stabilization in 2008, in combination with inadequate capacity and resources allocated for this purpose contributed to the delays. Absence of IRIS from the Regions poses an additional impediment to the full implementation of the RBM support tools throughout the office. The FISEXT system currently used in the Regions is a transaction processing tool and does not allow strategic coding of funds, which is necessary for tracking progress and achievement of results<sup>7</sup>;
- 3.7. Another milestone in the roadmap under integrated management strategies relates to the completion of a knowledge sharing strategy. Evidence of progress is:
- November 2007: A results-based knowledge strategy integrating information technology and human resources considerations was submitted to the 300<sup>th</sup> session of the GB;
  - A website is functioning<sup>8</sup> to provide information on the ILO's knowledge strategy, an inventory of ILO activities and selected policies from other international organizations. It also provides a Knowledge Sharing Toolkit which presents key knowledge sharing concepts and methods to support staff.
- 3.8. A results-based technical cooperation strategy is also part of the roadmap. Such a strategy that emphasizes the key role of partnerships, delivery of quality services to constituents in the context of United Nations reform, addresses the SJD, and is integrated with OBW and integrated resource planning, will be submitted to the November 2009 GB.

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<sup>7</sup> The problems inherent in the current incompatibility of FISEXT and IRIS are also highlighted in Box 4.9 on RBSA.

<sup>8</sup> <http://www.ilo.org/public/english/support/lib/knowledgesharing/index.htm>

- 3.9. The second key area of the RBM roadmap is performance and accountability systems. The DFID “Light Review” expressed concern that there was no new evidence of progress in the new staff performance system. Evidence<sup>9</sup> provided under Outcome 1 indicates that:
- The implementation of the new forward-looking performance management system has been completed in accordance with the timelines specified in the revised Log Frame. The new system is based on three main pillars: (i) it links RBM and results at the individual level so as to facilitate planning for performance and managing human resources to achieve individual and organizational results; (ii) it encourages continuous dialogue and feedback, allowing staff to actively participate in the setting of their objectives and targets; and (iii) it requires decisive leadership by managers and collective sense of teamwork from all colleagues;
  - May 2009: An information campaign on the new performance management system targeting managers and staff at HQ and field was completed;
  - July 2009: The new system was launched for some categories of staff and transitional procedures during 2009 outlined;
  - The system will be effective for all ILO staff as of 1 January 2010, at the beginning of the new biennium;
  - Training modules for all levels of staff have been designed, some of the training elements are available online as e-courses, others are offered periodically.
- 3.10. Another aspect of accountability is the adoption and implementation by the ILO of the International Public Sector Accounting Standards (IPSAS):
- November 2006: at its 297<sup>th</sup> Session, the GB approved the adoption of IPSAS as of 1<sup>st</sup> January 2010;
  - June 2009: the proposed changes to the Financial Regulations were adopted by the ILC at its 98<sup>th</sup> Session;
  - November 2009: amendments to these rules will be discussed at forthcoming GB Session;
  - The progress to date: ILO IPSAS compliant accounting policies and procedures have been prepared and documented and are available on the Intranet; training programmes have been launched for ILO field and HQ staff; and the independent valuation of Land & Buildings owned by ILO is scheduled to be completed by the end of the year.
- 3.11. A third key area of the RBM roadmap is reform of the programming cycle. The Self Evaluation of Outcome 1 reported:
- Support of the RBM-DWCP project to the preparation of the ILO Strategic Policy Framework (SPF) 2010-15. An external RBM expert assisted in the formulation of outcomes, specific, measurable, attainable, realistic and time-bound (SMART) indicators, and targets for the SPF and the P&B proposals for 2010-11;

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<sup>9</sup> <http://www.ilo.org/intranet/english/bureau/pers/performance/index.htm>

- The evidence that there is now a clear institutional framework for reporting on results and impact is the SPF 2010-15 and the P&B 2010-11. The new features and approaches of the SPF and P&B should be noted: a strategic framework that emphasizes the inseparable, interrelated and mutually supportive nature of the four objectives of the Decent Work Agenda; emphasis on service to constituents; simplification of expected results and clearer identification of priorities captured in 19 outcomes (instead of the previous 31); greater emphasis on results measurement; strengthening the technical capacities of the Office; and method of work linked to results:
- In line with these features of the SPF and to respond to the SJD call for an “integrated strategy for decent work” and steps to ensure “coherence, coordination and collaboration within the ILO”, Outcome-based work planning has been introduced. To develop an outcome-based work plan (OBW) for each of the 19 outcomes, Outcome Coordinators have been appointed, briefings and consultations are ongoing managed by PROGRAM and PARDEV, and the procedures for developing the OBWs are being finalized. The OBWs will be a basis for resource mobilization and allocation of additional resources. Performance monitoring and implementation reporting will be based on the outcomes;
- The Regular Budget Supplementary Account (RBSA) was a major innovation introduced in the 2008-09 biennium within the ILO results-based model (as described in Section 4 below).

3.12. The final key area is the review of the field structure:

- March 2008: The GB discussed proposals by the Office concerning the ILO field structure and asked the Office to provide more detailed proposals<sup>10</sup>;
- March 2009: The GB discussed the paper on the review of the field structure and, after receiving a number of clarifications and more detailed information<sup>11</sup>, adopted the proposal;
- Implementation is going ahead but it is not possible at this time to report the status of implementation.

### **3b. Outcome 2: Increased transparency in governance and programme management**

3.13. The first indicator for Outcome 2 in the revised Results Matrix is that planning and delivery of RB, RBSA and XB funds is transparent to the donors, management and staff. The evidence of progress is the donor dashboard project funded under the RBM-DWCP project, which is currently on schedule by the end of 2009 to provide information through authorized electronic access. The information provided in the dashboards should provide content that was previously only available by special request or by agreement. Initially the donor dashboard project will only encompass information related

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<sup>10</sup> GB.301/PFA/4 and GB.301/10/1(Rev).

<sup>11</sup> GB.304/PFA/5 and GB.304/PFA/5(Add).

to TC. Subsequent efforts will focus on developing the internal ILO management dash-boarding solution.

3.14. The second indicator for Output 2 is that the Independent Oversight Advisory Committee (IOAC) has agreed work plan and targets for its work. The evidence of progress:

- November 2007: The GB approved the establishment on a trial basis of an Independent Oversight Advisory Committee to provide advice to the GB and the DG on the effectiveness of internal control, financial management and reporting, and internal and external audit outputs;
- March 2008: The GB appointed five members of the Committee;
- September 2008: The Committee held its first meeting in Geneva and agreed on a number of working procedures;
- February 2009: The Committee discussed a number of topics at its second meeting, and the report was issued in the March 2009 session of the GB;
- March 2009: The report of the Independent Oversight Advisory Committee was submitted to the GB<sup>12</sup>;
- September 2009: The Committee held its third meeting, the report has to be published.

### **3c. Outcome 3: Enhanced reach, quality assurance and coherent delivery of DWCPs and TC projects**

3.15. One indicator of progress on Outcome 3 is the number of staff and constituents trained and making use of DWCP operational guidance, support and implementation tools. In the first phase of the project before the revision of the Log Frame, there were extensive capacity development efforts. But standard curricula and materials with a fully interactive training programme did not exist. With the revision of the Log Frame, the evidence now available includes:

- Two key guidebooks have been designed, tested and revised: *Results-Based Management in the ILO A Guidebook Version 1*, and *ILO Decent Work Country Programmes A Guidebook Versions 1 and 2*;
- Standard RBM and DWCP curriculum and training materials are available in English, French and Spanish; and the training package is fully interactive – based on exercises through which participants can apply what they have learned to existing, “real” DWCPs and also develop DWCPs with collaborative assistance from PROGRAM, PARDEV, EVAL, INTEGRATION and ITC Turin;
- To date, 121 staff in Africa, Europe and the Americas have received standardized training. Additional workshops have been scheduled for Asia and the Arab States in autumn 2009. The target audience for such training has been expanded from Programme Officers to Office Country Directors, field technical specialists, project CTAs, and employers’ and workers’ specialists – emphasizing that development and implementation of DWCPs is a joint responsibility;

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<sup>12</sup> GB.304/PFA/6/4.

- The standardized capacity building programme has been assessed as a “value added” exercise by the groups that have received this training. Consequently there has been further demand from them for additional training or on specific topics covered in the integrated workshops.
- 3.16. To improve the quality of DWCPs and foster dialogue and collaboration between the field and HQ on the formulation of DWCPs, the ILO Senior Management Team approved the DWCP Quality Assurance Mechanism (QAM) in January 2007. QAM comprises the establishment of a Regional Support Group in each region and the Quality Assurance Framework (QAF) for appraising DWCP documents by group members. During 2007 and 2008, the QAM was used in the different regions – but never in a complete way: not all the support group members provided comments and not all comments were taken into account by those Offices developing the DWCPs.
- 3.17. An assessment of the QAM done by PROGRAM in May 2008<sup>13</sup> and feedback from the regions collected during RBM-DWCP training found no evidence that the DWCPs were improving in quality as a consequence of the application of QAM. As of July 2009, there were 46 DWCPs currently under implementation, 37 of them had been through the QAM. The lesson learned to date indicates that as a low-cost bureaucratic exercise with no clear accountability, QAM becomes an additional burden on staff rather than a value-added for enhancing the quality of DWCPs. Recommendations for addressing the ineffectiveness of the current QAM and strengthening the quality of DWCPs are made in Section 2.
- 3.18. The RBM-DWCP project has contributed, including through the recruitment of a Design, Appraisal and Monitoring Officer, to the development and implementation of quality assurance procedures for technical cooperation projects. Evidence that these procedures have been refined and are being systematically applied includes the following:
  - Standard procedures to improve the quality-at-entry of TC projects and programmes were developed and tested throughout 2007-08. In October 2008, the procedures for appraisal of TC were announced (Minute sheet, PARDEV, 28 October 2008 on Appraisal of Technical Cooperation). Under the procedures, ILO field offices and respective technical units are jointly responsible for the initial review of TC proposals. PARDEV is responsible for the final appraisal and endorsement, using an Appraisal Checklist, before submission to donors;
  - Since January 2009, these procedures have been systematically applied across the Office. Under them, TC projects cannot be approved in IRIS or be submitted for funding unless they have passed the appraisal mechanism and satisfied quality standards, demonstrated their coherence with Office priorities and DWCPs and are aligned with RBM principles. During the first two quarters of 2009, 46 proposals were appraised by PARDEV with a combined total budget of US\$83 million;

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<sup>13</sup> PROGRAM Report on the Review of the DWCP Quality Assurance Mechanism.

- Two of the regions (Asia and the Pacific and the Americas) have established their own complementary appraisal procedures for countries in their regions. The Arab States has a regional level appraisal mechanism in place. A notable success has been the gradual decentralization of quality control of proposals from Geneva to the RO for Asia and the Pacific, with discernable improvement in the quality of proposals coming from the region.
- 3.19. In terms of progress made for improved TC management and oversight, the project reported:
- A standard training programme on Project Cycle Management (PCM) for TC has been institutionalized within the Office's staff development strategy. The course is provided to ILO staff on a sustainable and regular basis (twice a year) by ITC Turin on a cost-sharing agreement with HRD. To date, some 200 staff have undergone training to develop capacity in PCM;
  - To complement the training course, a self-guided learning CD-ROM on project design, implementation planning and appraisal has been produced, currently in English. The French and Spanish versions will be ready by close of 2009;
  - The ILO Technical Cooperation Manual, which was first launched in 2006, has been revised with updated chapters from EVAL, HRD and PROCUREMENT. To ensure that the information is kept current and useable, the manual is being frequently updated in the electronic version on the ILO intranet.
- 3.20. Evidence of progress in oversight procedures for TC relates not only to the appraisal mechanism but also to:
- A Project Implementation Tracking System, which is based on a system of classification for project results, is currently in the development phase. With the appraisal mechanism in place, it is now possible to initiate a tracking and implementation tracking system. The piloting and roll-out of the Project Implementation Tracking System is planned for the last quarter of 2009;
  - Training on project implementation and monitoring has been delayed, although the draft curriculum has been developed, so as to combine with the testing and roll-out of the Project Implementation Tracking System.

### **3d. Outcome 4: Stronger DWCP contribution to UNDAF, PRSs and Joint Assistance Frameworks (JAFs), including "Delivering as One"**

- 3.21. The RBM-DWCP project has worked with the field offices and constituents to promote the integration of the Decent Work Agenda into the UN single country framework and its various processes, including UNDAFs, JAFs, PRSs and One UN Programmes in the Delivering as One pilot countries and "self starter" countries. The main elements of the strategy have been:
- Capacity development for ILO staff and constituents;

- Awareness raising and training for UN Resident Coordinators on ILO and Decent Work issues;
- Campaign to enhance understanding of staff of UN agencies and national constituents that the DWA is now a global agenda and fundamental to the achievement of the MDGs (as illustrated in Box 3.1);
- Linking country level efforts to commitments countries have made at the global and regional levels (as highlighted in Box 3.2); and
- Development and roll-out of specific tools to mainstream employment and decent work in national development frameworks, importantly the *Toolkit for Mainstreaming Employment and Decent Work* and *Guide to the New Millennium Development Goals Employment Indicators*;
- A key aspect of the strategy is not only to focus on the UN single country framework but on the country's national development framework and priorities – the rationale being that where employment and decent work is a central objective of the national development framework, UNDAFs have to be aligned to the national priorities.

<b>Box 3.1.</b>	
<b>Links between the MDGs and the Decent Work Agenda</b>	
<b>Millennium Development Goals</b>	<b>Links to Decent Work Agenda</b>
1. Eradicate poverty and hunger	Target 1B. Achieve full and productive employment and decent work for all, including women and young people
2. Achieve universal primary education	Fundamental principles and rights at work: eliminate child labour
3. Promote gender equality and empower women	Fundamental principles and rights at work: non discrimination in employment and occupation; equal remuneration
4. Reduce child mortality	Develop and enhance social protection
5. Improve maternal health	Develop and enhance social protection
6. Combat HIV/AIDS, malaria and other diseases	Develop and enhance social protection; ILO Code of Practice on HIV/AIDS
7. Ensure environmental sustainability	Sustainable greener enterprises and green jobs
8. Develop global partnership for development	Target 16 Decent and productive work for youth

<b>Box 3.2.</b>
<b>Global commitments to the Decent Work Agenda</b>
<p><b>2005 UN World Summit Outcome</b>, paragraph 47: where Heads of State and Government of more than 150 countries “strongly support fair globalization and resolve to make the goals of full and productive employment and decent work for all, including women and young people, a central objective of our relevant national and international policies as well as our national development strategies, including poverty reduction strategies, as part of our efforts to achieve the MDGs”.</p> <p><b>July 2006 UN ECOSOC Ministerial Declaration:</b> requesting the entire multilateral system to support efforts to mainstream the goals of full and productive employment and decent work for all in their policies, programmes and activities (A/61/3).</p> <p><b>February 2008 UN Commission for Social Development Resolution</b> on promoting full employment</p>

and decent work for all (E/CN.5/2008/L.8)

**19 December 2008 UN General Assembly Resolution 63/230 on the Second UN Decade for the Eradication of Poverty (2008-17)** which sets “full employment and decent work for all” as the theme for the decade. The Decade aims at supporting, in an efficient and coordinated manner, the internationally agreed development goals related to poverty eradication, including the MDGs, and calls for a more coherent and integrated UN system-wide response.

**2009 ILC adopted a historic Global Jobs Pact** designed to guide national and international policies aimed at stimulating economic recovery, generating jobs and providing protection to working people and their families.

**July 2009 Substantive session of UN ECOSOC adopted a resolution on Recovering from the crisis: a Global Jobs Pact.** The Resolution requests the Secretary-General to report in 2010 on progress made.

**G20 Pittsburgh Summit 2009:** The Leaders Statement welcomes the ILO Global Jobs Pact and reaffirms the commitment to adopt key elements of its general framework to advance the social dimension of globalization. They agreed that “the current challenges do not provide an excuse to disregard or weaken internationally recognized labour standards. To assure that global growth is broadly beneficial, we should implement policies consistent with ILO fundamental principles and rights at work”.

3.22. As to be expected for a specialized agency like the ILO, the results have been mixed. In the One UN pilots, there are many good examples of the integration of Decent Work and the close participation of the ILO in the UN reform processes (as shown in Box 3.3). Evidence of progress against the indicators for this outcome is also provided in Section 4, in particular in Box 4.4.

### **Box 3.3.**

#### **ILO Inclusiveness in the One UN pilots and integration of Decent Work in One UN Programme**

**Tanzania:** ILO participated from the start of the UN reform initiative; Member of the Joint UN/Govt. of Tanzania Steering Committee and Task Force; Lead Agency in Joint Programme 1 on Employment; DW Toolkit assessment undertaken and presented to UNCT and social partners.

**Rwanda:** representation of specialized agencies in Steering Committee not specifically ILO; No reference to DW in 1-Programme; CoopAfrica nor UNDAF. COOPAfrica succeeded in channelling all activities in the Joint Programme “Sustainable Growth and Social Protection”.

**Mozambique:** ILO is present in 5 Joint Programmes; Increased involvement of ILO acknowledged; ILO instrumental in developing a new pillar of the UNDAF on “economic development” which makes specific reference to DW.

**Cape Verde:** As non-resident agency, ILO has been participating in the One UN process since March 2007; Good involvement in formulation of One Programme; But no specific reference to DW in One Programme document.

**Albania:** ILO participates in three working groups on governance, participation and regional development; Main topics of the DWCP are reflected in the One Programme; Lead Agency of the Youth Employment and Migration Joint Programme.

**Pakistan:** ILO co-chairs the largest of the five thematic working groups; ILO pro-actively participates in all five thematic working groups; DWCP outputs (where relevant and appropriate) incorporated as Agency specific outputs in the UNDAF and One Programme and articulated in all five thematic area Joint Programmes.

**Vietnam:** ILO participates in 3 of the 6 Joint Programmes; DWCP aligns fully with the One Programme and UNDAF which contribute to Vietnam’s Socio-economic Development Plan; One UN Plan 2006-10 acknowledges DW as a strategy towards achieving set outputs identified under the Programme

components.

**Uruguay:** ILO participates in two Joint Programmes, leads in one of them; DW referred to in One Programme document, reflecting inter-agency thematic areas under which employment will be addressed during the course of programme implementation.

**Evidence source:** *Snapshot status of One UN Pilots prepared by PARDEV, March and June 2009.*

- 3.23. Overall, however, the incorporation of Decent Work priorities in UNDAFs or other single country frameworks is still a challenge – not for lack of ILO commitment or efforts. Among the main problems encountered are: the lack of alignment of the programming cycles for DWCPs and UNDAFs; the fact that while UN reforms are a moving target, the UNDAF preparation process tends to be long and cumbersome; the quality of the UNDAFs themselves (many of the older ones are not results-based); and the involvement of the social partners in the UNDAF processes is still weak. Where the ILO is a Non-Resident Agency (NRA) in the country, incorporating DW into the UNDAF is clearly a bigger challenge, although there are still potentials (as highlighted under paragraph 4.16 below). The other very real constraint is the fact that every year there is a large number of UNDAF roll-outs, and the ILO is not able to be present in every country.
- 3.24. In relation to the next indicator in the Log Frame, the ILO has adopted the Harmonized Approach to Cash Transfers (HACT) in principle, but has yet to implement it at HQ or in its field offices in the One UN countries. It is, however, collaborating with other UN agencies, both at national and global levels in implementing the High-Level Committee on Management (HLCP) plan of action on harmonizing business practices, the modus operandi of which is a step-by-step approach. One significant step is that the RMB-DWCP project made available technical assistance to Tanzania, which is a One UN country, to integrate ILO standards in developing common business practices for procurement.
- 3.25. In relation to the indicator on support for the Resident Coordinator (RC) system in benefit of the entire UN system, the evidence is that the ILO:
- Participated in the review of the job description of the RC in 2007 with a view to ensuring that the RC truly represents the interests of all UN agencies;
  - Made funds available for the formulation of Joint Programmes (for example, through the use of RBSA, as described in Box 4.4);
  - Made available human resources – where the ILO is a NRA in a country, ILO-UN focal points or technical cooperation staff have been supported to represent the ILO and participate in the UNDAF processes;
  - Since 2007, arranges annual induction programmes for newly appointed RCs to familiarize them with ILO issues and methods of doing business;
  - Organized an executive workshop in April 2008, with the support of the project, for the RCs and ILO country directors from the eight One UN pilot countries;
  - Set up a dedicated UN reform team at HQ and appointed regional focal points on UN reform;

- Pushed for the establishment of a functional “firewall”, which has now been put in place in Tanzania and Mozambique in which the UN is led by the RC and a Country Director now leads UNDP.

### **3e. Outcome 5: Gender dimension is integrated in ILO’s core RBM systems through strengthened implementation of the Action Plan for Gender Equality**

3.26. In the revision of the PFA in June 2008, an allocation of US\$917,160 was made available to the Bureau of Gender Equality (GENDER) to promote gender mainstreaming in the RBM-DWCP project. A separate self evaluation exercise was conducted for this component, henceforth referred to as the Gender Mainstreaming Project, as the project was also undergoing an external evaluation at the same time. The results are reported under Outcomes 4 and 5 of the revised RBM-DWCP Log Frame.

3.27. Has the Gender Mainstreaming project contributed to strengthening the DWCP contribution to UNDAFs, PRSs and JAFs, including “Delivering as One” – (Outcome 4)? The project enabled the ILO’s Participatory Gender Audit (PGA) tool to be applied to strengthen gender mainstreaming in the context of joint UN programming. The PGA has been specifically promoted as a demand-driven process whereby the Gender Mainstreaming project, in consultation with the ILO field structure, has responded to requests from the relevant gender equality working groups of the UNCTs to support a PGA process. A two-tiered process has been used: the project, often in collaboration with ITC-ILO Turin, trained PGA facilitators among UN agencies at country level and then followed up with technical support to implement the PGAs with individual UN agencies or Joint Programmes in the single country framework. To date, the PGA methodology has been applied by the project in Cape Verde, Ethiopia, Malawi, Mozambique, Nigeria, Tanzania and Rwanda. Evidence of the results of the PGA process includes:

- In Tanzania, the findings of the PGA process with the Joint Programmes were used to revise the programmes to ensure gender equality was more clearly reflected in the implementation plans. The ILO is the deputy lead agency in the UN Inter-Agency Working Group on Gender Equality;
- In Ethiopia, the findings of the UN system-wide PGAs were used to design a Joint Programme on gender equality;
- In Mozambique, the PGA was requested after a mid-term review of the UNDAF, and the findings of the PGA fed into the revised UNDAF;
- In Nigeria, the ILO together with UNFEM are coordinating follow-up to the UNCT PGA process;
- By ensuring that leadership of the PGA process rests with the UNCT gender equality entity and ILO’s role is as contributor to the common effort, the project has given the ILO a strategic entry point for engaging in the UN processes, particularly in those countries such as Cape Verde, Malawi and Rwanda, where the ILO is a NRA;
- Importantly, ILO constituents have been consistently involved, both in the training of facilitators and in actual implementation of the PGA – thus

bringing ILO constituents into the UN single country framework processes and highlighting the role of ILO constituents to the rest of the UN family;

- The role of the PGA as a tool for strengthening gender equality in joint UN processes at country level has gained recognition at the UNCT level and also at the global level of the UN Inter-Agency Network on Women and Gender Equality. The PGA has been endorsed as a complement to the UNCT Performance Indicators (Scorecard) on Gender Equality;
- The practice of introducing the PGA to UNCTs through the RC's office has been piloted as a contribution to ensuring that the PGA is not seen as an ILO-driven tool and to instil ownership among the UNCT.

3.28. Another important contribution of the Gender Mainstreaming project to the achievement of Outcome 4 was through support to an inter-agency technical meeting on the gender dimensions of agricultural and rural development jointly organized with FAO and IFAD in Rome in March/April 2009. Evidence of the results of this meeting includes:

- The meeting which brought together some 100 technical experts, development agency specialists and ILO constituents, helped strengthen the knowledge base on the gender dimensions of rural employment in order to more effectively support policy makers at the national level;
- It promoted partnership among the UN agencies to promote policy coherence for pursue poverty reduction in rural communities;
- It strengthened FAO and IFAD capacities on the Decent Work Agenda, and encouraged their commitment to work with the ILO on continued research and knowledge development, including on developing joint policy briefs to support their respective constituencies and rural policy makers to integrate gender dimensions;
- It was an important follow-up to the 2008 ILC Resolution on the Promotion of Rural Employment for Poverty Alleviation, and an important input to the 2009 ILC Conclusions and Resolution on Gender Equality at the Heart of Decent Work.

3.29. Has the project contributed to strengthening the integration of the gender dimension in ILO's core RBM systems and the implementation of the ILO Action Plan for Gender Equality 2008-09? The project has accelerated implementation of the ILO Action Plan for Gender Equality, which is a results-based tool for operationalizing the Organization's gender equality policy. The stocktaking report on Implementation of the ILO Action Plan for Gender Equality presented to the GB in March 2009<sup>14</sup> indicated progress in all areas of the Plan within the first section on "enabling institutional mechanisms, including provisions for promoting greater balance in management and leadership positions", and within the second section on "targets are met for gender-related indicators in the ILO P&B 2009-09". The project has offered support to both HQ and field offices in achieving the targets set out in the Action Plan. In several instances, the support acted as an important incentive for units to take further action to deliver on their action areas.

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<sup>14</sup> GB.304/14/2.

- 3.30. Since the Gender Mainstreaming project was launched midway through the implementation of the RBM-DWCP project, this affected and to some extent limited the degree to which the project could influence and establish linkages to ongoing initiatives under the RBM-DWCP project. An important lesson learned is that for gender mainstreaming to be effective, a strategy has to be integrated at the design stage of the project. Although a systematic gender mainstreaming strategy in the project document is not guarantee of a gender-responsive impact, it is an important tool. In this regard, the project worked with PARDEV to develop the templates for appraising and monitoring TC projects.

### **3f. Outcome 6: Evaluation function strengthens management effectiveness and accountability for results of ILO's work**

- 3.31. The critical role of evaluation in the ILO becoming an effective results-based organization has been increasingly recognized. An Office Directive on the ILO Evaluation Unit (EVAL) (IGDS Number 74, March 31 2009) and the DG's Announcement on Evaluation in the ILO (IGDS Number 75, March 31 2009) confirmed organizational authority, role and accountability of evaluation within the Office. The RBM-DWCP project has enabled EVAL to substantially enhance its role as both a management and an organizational learning tool to support staff and constituents to more effectively achieve results. These results are reported below.
- 3.32. Strengthening management effectiveness and accountability for RBM within the ILO: The good results achieved have been:
- EVAL's i-Track information management system functioning as a key capacity for organizational learning – providing details on evaluation schedules, reports, lessons learned and tracking follow-up. The significant features of the system include: user-friendly access to all regional evaluation focal persons enabling them to more effectively plan evaluations (the recording of evaluation schedules has gone up from 97 in August 2008 to 320 in August 2009); recording of full text recommendations, lessons learned and good practices gleaned from major strategic, policy and country evaluations; and tracking of when lessons learned and good practices are utilized in new programming activities. The scope of EVAL's project evaluation, monitoring and reporting is now systematically reflecting all newly approved projects over US\$500,000;
  - A system of reporting and follow-up on all major evaluations has been instituted – Independent high-level strategy and country programme evaluations are presented annually to the November session of the GB, and an official management response from the Office forms part of the reports. The Annual Evaluation Report updates the GB on the adequacy of the Office's follow-up based on its own assessment and that of the Evaluation Advisory Committee, which monitors and ensures adequate management follow-up to these high-level evaluations. In this way, the Annual Evaluation Report feeds into the ILO governance process and links

to the Office's accountability for implementing the evaluation function and also for governance-level knowledge exchange and discussion on the next steps for improvement;

- Evaluation capacity has been enhanced – through (i) directing some of the project resources to establish an evaluation network in all the regions comprising dedicated evaluation officer positions; (ii) training workshops for ILO staff on monitoring and evaluation (but an important lesson learned here is that more effective means than training workshops are needed to institutionalize evaluation good practices as a contributing factor to the RBM process); and (iii) training of constituents to engage in and make use of evaluation practices as part of their learning and accountability frameworks;
- The quality of independent decentralized evaluations has been improved – though there is still much scope for further improvements. The ILO regional evaluation network took further action to ensure a sufficient level of independence and professionalism in the decentralized evaluations by monitoring the processes at critical points. It also addressed specific quality constraints through targeted training and guidance and took steps to ensure that the projects and programmes are evaluable (see point 3.33).

3.33. Strengthening the quality of results-based DWCPs: The evaluation function is a critical aspect of the quality of DWCPs. The main contributions of EVAL have been:

- Guidance provided to the ILO Regional Offices to internally review implementation and progress being made within DWCPs. The reviews are designed as a management tool to support organizational learning. In 2008, under EVAL guidance five internal pilot internal review exercises were conducted to test the approach and to gather feedback from staff, constituents and UN partners. In 2009, to date three evaluations have been conducted. Overall, the scope and purpose of the reviews have been evolving and are expected to align with the end of a DWCP period and to review the priorities and strategies from a design perspective to identify elements for the next stage. Some of the lessons learned to date are: it is necessary to improve alignment of evaluation with the ILO, national and UNDAF planning frameworks and decision-making processes; there is need to refine evaluation tools and guidance on how to take stock of progress, and to improve the matrices for performance aspects of the DWCPs; and more effort and better support is required to improve constituent preparedness and participation in the process and involvement in the follow-up;
- The Evaluability Assessment methodology has been developed and applied to ensure that DWCPs are evaluable and are oriented towards RBM. The methodology assesses the clarity of the stated outcomes and ensures their relevance to the priorities identified in consultation with national constituents and development partners; and it validates the logic and results framework of the document at face value. The results of the

evaluability exercise conducted so far confirms that there is still significant work to be done to improve the evaluability of DWCPs;

- A “learning by doing” capacity enhancement exercise has been established. A retrofitting approach has been used to improve the various aspects contributing to evaluability of three DWCPs in Africa and three in the Americas. Retrofitting is based on four steps: (i) analyse and unbundle the logical structure of the DWCP without changing the agreed priority and outcome areas; (ii) identify, define and/or revise measurable DWCP outcomes and outputs and relevant indicators; (iii) construct sound logical matrices that link DWCP outputs with outcomes; and (iv) translate the results framework into implementation and monitoring and evaluation plans.

3.34. Harmonizing evaluation practices within the UN system: EVAL has also been contributing to how the ILO is working within the UN system through its participation in the UN Evaluation Group (UNEG) activities. EVAL participated in UNEG joint evaluation team missions to identify and assess the adequacy of the evaluation process and the substantive parameters that could guide future evaluations. As a result of ILO involvement, the Office is now able more effectively to support the One UN pilot countries to improve their results framework and information base for harmonization within UNDAFs and One UN programmes. EVAL has also developed guidance to converge practices for M&E to be consistent and compatible with UNDAF M&E procedures. EVAL has also been active and provided leadership in various UNEG task forces, and contributed evaluation training facilitators to four evaluation courses aimed at UN professional staff.

#### **4. Part 2: Accelerated implementation of results-based and quality-controlled DWCPs in Africa through the RBSA**

- 4.1. Implementation of Part 2 of the PFA is assessed in the context of the use of the new and innovative funding modality of the RBSA for accelerated implementation of results-based and quality controlled DWCPs in Africa. A brief background is useful. In response to the UN General Assembly Resolution on the Triennial Comprehensive Policy review of operational activities for development of the UN system<sup>15</sup> and in line with the principles of aid effectiveness and UN reform, the ILO introduced the RBSA in the Programme and Budget (P&B) for 2008-09, which was adopted in June 2007 during the 96<sup>th</sup> session of the International Labour Conference (ILC). The distinguishing feature of the RBSA is that it is “based on voluntary contributions over and above assessed contributions from member States to the regular budget, is directed to decent work priorities and outcomes in dialogue with tripartite constituents in countries, in the framework of the UN reforms and inter-agency cooperation”<sup>16</sup>.
- 4.2. At an informal meeting of ILO donors on the RBSA held on 8 June 2009 during the ILC<sup>17</sup>, the Director of PARDEV and the Director of PROGRAM delivered a joint presentation on the value of the RBSA; the achievements, challenges and teething problems encountered with the new funding modality; and the results-based programming, monitoring and management procedures the Office has put in place to handle the RBSA. Donor representatives at the meeting raised several issues, in particular the importance of a clear set of criteria for resource gap analysis and allocating RBSA in a strategic manner, and the need for increased visibility of what the RBSA is used for and the impact in terms of results achieved. This Self Assessment report indirectly verifies, substantiates and responds to the presentations at the informal meeting.
- 4.3. When the PFA was signed, DFID and the ILO agreed that the implementation strategy should be conducive to making the Office increasingly able to work through core funding as well as improving its management efficiency. In May 2008, following the November 2007 comprehensive review conducted by DFID and the ILO, DFID tangibly demonstrated its support for the RBSA by channelling 35 per cent of the funds of the PFA through the RBSA. The management of the allocation is under the responsibility of the Regional Office for Africa (RO Africa). The DFID RBSA contribution was introduced into the IRIS system at HQ in June 2008 (PARDEV Minute to FINANCE, 10/6/08).

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<sup>15</sup> A/RES/62/2008

<sup>16</sup> Director-General’s Announcement on the Regular Budget Supplementary Account (RBSA) IGDS Number 5, 28 February 2008; and Office Procedures for Use of RBSA IGDS Number 12, 23 April 2008.

<sup>17</sup> Final report of Informal Meeting of ILO Donors on the Regular Budget Supplementary Account (RBSA) Monday, 8 June 2009 (Room XXIV, UNOG Palais des Nations).

- 4.4. At the start of 2008, the Africa region had begun discussions with PARDEV on funding for regional priorities reflected in Decent Work Country Outcomes and, importantly, aligned with the Decent Work Agenda for Africa 2007-2015 adopted by the tripartite constituents at the 11<sup>th</sup> African Regional Meeting. This Agenda is results- based, with 17 quantitative targets identified. On the basis of these targets, the region identified priorities for RBSA support (which were accepted by DFID<sup>18</sup>) and began preparing proposals. In July 2008, the RBSA funds were confirmed available to the RO Africa (PARDEV/PROGRAM Minute to RO Africa, 09/07/08). With a change of management in RO Africa, the new Regional Director (RD) decided in August 2008 to redo the process of preparing RBSA proposals so as to:<sup>19</sup>
- Closely consult with HQ technical units including ACTRAV and ACTEMP and also ITC-Turin,
  - Ensure stricter observance of the guidelines for use of RBSA (aligning to results-based Regional and DWCP priorities and not merely adding activities), and
  - Appraise the proposals particularly in terms of the country-level context and supports in place to achieve results in a relatively short time frame (in fact, much shorter than normal TC projects).
- 4.5. Five priority areas (Employment-Intensive Investments, Women’s Enterprise Development, Youth Employment, Labour Market Indicators and the Elimination of Child Labour) that relate to the targets in the Decent Work Agenda for Africa 2007-2015 were confirmed for RBSA support, and the countries were selected for “expanded delivery of services and assistance to ILO constituents and beneficiaries in Africa through DWCPs” (Part 2 stated Outcome) (Annex 4). Given the short time frame and the urgency to provide RBSA to contribute to the achievement of concrete results and accelerate the delivery of outputs with impact, the strategic decision was made to identify country programmes where there are already plans or ongoing efforts in these priority areas.
- 4.6. In September 2008, the exact amount available from DFID UK to the RBSA was confirmed (PARDEV/PROGRAM Minute to RO Africa, 29/9/08) and the request to RO Africa to present the proposals was renewed. In October 2008, the RO Africa involved the HQ technical units in the formulation of proposals. The Programme Decision Minutes (PDMs) were issued in December 2008 and the projects subsequently entered into IRIS. So the delivery period is in effect 12 months. It was only after the funds were in the system that recruitment of fixed term staff could take place, but with “fantastic support from the Human Resources Department” (as described by the Deputy RD), the CTAs were in place by March/April. From the outset of the availability of funds, RO Africa set up a Monthly Delivery Monitoring system by priority area and Country Office. The RO also established a team (comprising the RD, two Deputy RDs,

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<sup>18</sup> Second DFID-ILO PFA 2008-09 Proposal for the way forward on the basis of the Mid-Term Review Meeting.

<sup>19</sup> Information from interviews with the two Deputy Regional Directors in RO Africa.

Chief of Regional Programming Unit and Chief of Regional Administrative Services) to closely monitor delivery of the RBSA.

- 4.7. In October 2008, RO Africa reviewed the proposals and allocations in light of the global economic and financial crisis. In March 2009, an “RBSA Delivery Meeting” was held in Dakar to enable the programme staff from the region and HQ to review the implementation work plans and to revise the Log Frame for Part 2 of the PFA (Part 2 in Annex 1). End August/early September 2009, the RO requested the country offices to send information on expenditures and then wrote (RO Africa email on 3/9/09) to the different programmes and HQ technical backstopping units that those programmes with low delivery rates might face cuts and reallocation of the funding. Recognizing that there are problems reconciling the accounting systems in the field (FISEXT) and at HQ (IRIS), RO Africa instructed the programmes to make no new commitments (email on 10/9/09) until the reconciliation was done and the delivery rates situation clear. On 24 September 2009, RO Africa decided to reallocate \$1.65 million from those projects that showed delivery rates below 25 per cent to meet emerging priorities. An important priority is support for a First Decent Work Symposium for Africa in early December 2009, which is being organized by the President of Burkina Faso as part of the Ouagadougou Process involving African heads of State and Government, and a Second Social Partners Forum (which will take place one day before the Regional Symposium) to discuss responses to the global crisis and how to implement the Global Jobs Pact.
- 4.8. On the basis of the revised Log Frame, the following questions shaped the information compiled by the RO Africa for this Self Assessment:
- What are the specific outputs per country?
  - What is the relationship of the project to the MDGs and Decent Work in the Country?
  - To what extent is this project aligned with the country policy?
  - To what extent is this project integrated in ILO’s country programming?
  - To what extent is the ILO’s country programming absorbed into the single country framework? How far does the UNDAF (if existing) include Decent Work?
  - What do the UNCT and other development partners and host government think of the ILO performance in the country?
  - How well are the ILO HQ and Sub-Regional Team offering support to the country programme (indicate scope for improvement also)?
  - How far are the social partners involved? What is their level of satisfaction?
  - How will the country based lessons learned be transferred to the ILO policy makers?
- 4.9. These questions were prepared by PARDEV in an attempt is to focus on “results-based and quality-controlled DWCPs” and, importantly, to address two key questions raised in the “Light Review” conducted by DFID in November 2008: “How DWCPs are contributing to achieving the MDGs in poor countries through policies, standards and programmes” and “How the ILO is supporting the ‘delivering as one’ agenda and integrating its

programmes into the single country framework”. Answers to these questions were provided by the Country Offices and compiled by RO Africa. Although the questions are examined separately, there was some overlap among the questions and the answers are often closely linked. It is also important to note that this part of the Self Assessment overlaps to some extent with the assessment for Outcome 4 in Part 1 of the PFA on how DWCPs are contributing to UNDAFs, PRSs, JAFs, including “Delivering as One”.

- 4.10 Given the very limited time in which information had to be collected and the format in which the information has been collated, efforts were made to substantiate and supplement the evidence, in particular through interviews with the programme staff in the field and at HQ and through the review of publications and reports. The RO Africa management team – Regional Director, two Deputy Regional Directors and Chief of the Regional Programming Unit - was very helpful in providing additional information, clarifications and suggestions for the Self Assessment.
- 4.11. What are the specific outputs per country? As would be expected, progress varies across the different programmes and in the DWCPs of the different countries. The constraints encountered in delivery and lessons learned are discussed in section 4b. Despite the very short time frame, the projects have generally been able to deliver substantive outputs – in large measure, this was due to the fact that the RBSA was allocated to on-going Country Programmes with plans and structures in place to quickly use the additional funds to accelerate implementation. Box 4.1 shows that efforts were made to address the links between outputs and outcome indicators and to identify the ILO contribution.

**Box 4.1.**

**Evidence of logical links between RBSA outputs and outcome indicators (*what has gone well*)**

7.1. Indicator: Number of cases in which ILO tools or methodologies has helped increase the share of public or private investment programmes that goes to employment-intensive investments:

Ghana: Policy paper on labour-based approaches as means of generating employment prepared and submitted to CABINET.

Cameroon: The employment-intensive investment unit has been established.<sup>20</sup>

7.3. Indicator: Policies, national action plans or programmes that promote productive employment, rights at work, and/or adequate social protection for young women and men developed:

Zambia: National Action Plan on Youth Employment and support to Zambia’s Lead Country Status and membership to the Youth Employment Network (YEN)

7.4. Indicator: ILO technical assistance applied to develop or refine key labour market indicators or to develop and refine analysis of employment and labour market trends

Liberia: Interview schedules and sampling frame for LFA completed; assessment of census data completed.

EAC countries: Six Tanzanians and two Ugandans trained at Addis Ababa, and two each at ITC for Kenya and Uganda and Decent Work Indicators for Tanzania computed on a pilot test basis.

<sup>20</sup> Output 11 specified for the DWCP for Cameroon is “an employment and investment policy unit that influences policies and coordinates and integrates labour-intensive approaches into national and sectoral planning and budgeting process particularly in the infrastructure sector”.

**Evidence source:** *RBSA Log Frame (Part II of PFA Log Frame) and Questionnaire completed by Regional Office for Africa (17/09/2009)*

4.12. What is the relationship of the project to the MDGs and Decent Work in the country? At the global level, the links between Decent Work and the MDGs have become obvious with the adoption of a new target and indicators for MDG1 on poverty eradication. Target 1B to “achieve full and productive employment and decent work for all, including women and young people” has four indicators specifically and directly linked to employment and decent work. Assistance to countries to achieve Target 1B and also to Target 16 has increasingly been a main aspect of ILO work on the MDGs. Evidence of this work at the global level includes training around the *Toolkit for Mainstreaming Employment and Decent Work* (described in Section 3 above), and a new tool supported by the RBSA and available in four languages: *Guide to the new Millennium Development Goals Employment Indicators including the full set of Decent Work Indicators* (ILO, Geneva, June 2009) (and described under 7.4 in Box 4.2). In African countries, the Poverty Reduction Strategy (PRS) is normally the key Government instrument to achieve the MDGs. The RBSA funded projects promote employment and decent work as the sustainable route out of poverty, and report the links through the DWCP to the PRS. The evidence highlighted in Box 4.2 demonstrates the support for not only MDG1 on poverty eradication but also for other related MDGs including gender equality, HIV/AIDS and youth employment.

**Box 4.2.**

**Evidence of RBSA support for the MDGs and Decent Work in the country (*what has gone well*)**

7.4. The project seeks to monitor employment and decent work including the MDGs. Decent Work Indicators (DWIs) were discussed in detail at the Technical Seminar (for some 55 participants from 13 Anglophone countries and using the Guide to the New MDG Employment Indicators), and challenges in monitoring were discussed. Participants were provided with the detailed case study of tracking DWIs in Tanzania, including the most recent calculation of their MDG Employment indicators as a case study. Additional workshops are planned in December for Francophone and Portuguese speaking countries.

In the case of Zambia, the Z-DWCP Country Priority 1 – Decent Work for Young People is supported by an effective LMI.

7.2. There is a direct link between the RBSA WED Mali, the Mali DWCP and MDGs through: “Objectif 3: Promouvoir l’égalité et l’autonomisation de femmes” and “Objectif 8: Mettre en place un partenariat mondial pour le développement”. Also, there is an indirect link through the following objectives: “Objectif 1: Eliminer l’extrême pauvreté et la faim” and “Objectif 2: Assurer l’éducation primaire pour tous”.

7.3. The National Action Plans for Youth Employment in Egypt, Zambia, DRC directly respond to MDG8.

7.5. The National Action Plans and programmes for the elimination of child labour contribute directly to MDG2 and also to MDGs 1 and 3.

**Evidence source:** *RBSA Log Frame (Part II of PFA Log Frame) and Questionnaire completed by Regional*

*Office for Africa (17/09/2009); staff interviews; Seminar Report and Guidebook on Strengthening Labour Market Information to monitor progress on Decent Work in Africa, 20-24 July 2009, Addis Ababa.*

- 4.13. To what extent is this project aligned with the country policy? To the extent that the link of the project to DWCP priorities is clear and the DWCP itself is within the framework of the PRS and other national development frameworks, the use of RBSA resources would be aligned with country policy. But of course, it is necessary to assess the available evidence:

**Box 4.3.**

**Evidence of project alignment with the country policy (*what has gone well*)**

7.2. The RBSA WED was well received by the Ministry of Family and Women Affairs in Zambia. The project came at a point in time to help the Ministry implement its roadmap where women's entrepreneurship is a priority. The official launch of the RBSA WED activities was under the patronage of the Minister who personally attended the ceremony and designated two focal points in the Ministry to follow the project. She also committed to ensure full support of the government and to ensure the project sustainability.

7.4. All participating countries have prioritized LMI in their development programmes, in order to have evidence-based policy formulation and to monitor and evaluate programmes. This project provides vital background technical support to ensure quality reporting. It has helped to take the first step in familiarizing countries with the new indicators and this should help to strengthen country level policymaking through stronger evidence of changes in labour markets.

7.5. In Burkina Faso, Niger, Djibouti, Comoros and Burundi, the project is supporting country follow-up to the ratification of C.182 and C.138, as well as country commitments to the MDGs and the Decent Work Agenda for Africa 2007-2015 adopted at the 11<sup>th</sup> African Regional Meeting. In Malawi, the project is assisting the Ministry of Labour in the development of a child labour policy and a national action plan on child labour; both these documents are aligned to the National Development Strategy.

**Evidence source:** *RBSA Log Frame (Part II of PFA Log Frame) and Questionnaire completed by Regional Office for Africa (17/09/2009), interviews with Deputy Regional Directors.*

- 4.14. To what extent is this project integrated in ILO's country programming? There appears to be lack of understanding of the purpose of this question. Most answers provided are very close to those provided for the previous question, highlighting how the project is aligned with DWCP priorities and with national priorities. They do not describe how the programming exercise at country level was used as a management tool to conduct systematic resource gap analysis and to identify where additional funding through the RBSA could make a visible difference to the achievement of priority outcomes within the specified time frame. As pointed out above, the timing when the funding became available meant that the project could not be planned coherently from the start of the ILO's country programming cycle. The projects were integrated as part of on-going programmes. But, also thanks to the introduction of OBW, it is expected that subsequent rounds of RBSA funding can be aligned with the country programming cycle to ensure that programming of the use of the resources can more closely apply RBM principles.

- 4.15. To what extent is ILO's country programming absorbed into the single country framework? How far does the UNDAF (if existing) include Decent Work? The evidence concerning this question should also be considered in relation to the assessment of Outcome 4 under the RBM-DWCP project on how DWCPs are contributing to UNDAFs, PRSs, JAFs, including "Delivering as One". In terms of RBSA support, the evidence in Box 4.4 shows that employment and decent work increasingly feature in the single country frameworks, including UNDAFs and One UN Programme in the pilot countries, and that RBSA has been key in enabling the ILO Country Offices to promote the mainstreaming and also to have a larger and more influential role in the UN reform process.

**Box 4.4.**

**Evidence of integration of Decent Work into the single country framework (*what has gone well*)**

Cameroon: The long term vision 2035 and the second generation CPRS explicitly refers to the integration of Decent Work principles into the poverty reduction strategy and the national development plans.

Senegal: The ILO's contribution to the UNDAF Senegal 2007-2011 is well highlighted in UNDAF1 – the promotion and development of SMEs bring a major contribution to revenue generation, creation of decent work, food security and social protection for women and youth.

Nigeria: The DWCP reflects the country's home-grown PRS called "National Economic Empowerment and Development Strategy" (NEEDS). The three priority areas are job creation for women and youth through self employment; elimination of human trafficking and child labour; and prevention and mitigation of the impact of HIV/AIDS in the world of work. The ILO area of mandate is strategically covered under the Productivity and Employment Pillar.

Rwanda: For this One UN pilot country, RBSA funded a focal point to enhance ILO presence in the country. The Women Enterprise Development Programme (WED) is included into the One UN Common Operational Document signed with the Government.

Liberia: The ILO country programming is in the form of a Liberian Emergency Employment Programme and the Liberian Employment Action Programme (LEEP/LEAP) which responds to the Government's number one priority on massive job creation in the PRS. The ILO is the lead agency in the UN Joint Programme on Youth Employment, and RBSA was used to hire a national coordinator for the programme.

Manu River Countries: ILO played an active role in the development of the UN Joint Vision paper (which is the equivalent of the UNDAF) and the development of the Youth Employment Strategy paper. RBSA was especially useful in enabling the ILO to enter into an agreement with UNIDO on Youth Employment; it was used to fund two specialists on skills and employment services and was able to leverage additional funds (UNIDO gave \$1 million to the ILO out of \$5 million from the Japan Security Fund for the programme).

Sierra Leone: The Government asked the UN Resident Coordinator for a comprehensive mission on youth employment. RBSA was used to help fund the mission, to enhance ILO presence and to strengthen ILO participation in the One UN process.

**Evidence source:** *RBSA Log Frame (Part II of PFA Log Frame) and Questionnaire completed by Regional Office for Africa (17/09/2009), interviews with Deputy Regional Directors.*

- 4.16. What do the UNCT and other development partners and host government think of ILO performance in the country? RBSA was allocated to those countries where the ILO programmes have the support of the government or

specifically to enable the ILO to respond to a government request. There are also examples of RBSA funding for outputs linked to existing government programmes, so that there are partnership efforts. In such cases, it is clear that the Government recognizes and appreciates the ILO's technical expertise and experience. Often, it is the Government, based on previous experiences with the ILO, that pushes for decent work elements to be included in the UN single country framework (hence the significance of capacity development for the social partners). In terms of relations with other UN agencies and development partners, there are increasing examples of effective collaboration, but at the same time it must be recognized that the role and influence of the ILO within the UN Country Team differs from country to country. In some, the ILO is the lead agency for implementation of particular Joint Programmes; in others, it is still a struggle to even participate in areas that are clearly within the ILO mandate and expertise. Especially where the ILO has been able to practically demonstrate the results of its programmes and policy advice, other UN agencies have sought to work with the ILO on Joint Programmes. Where the ILO has no country presence, integration of Decent Work into the UNDAF is much more of a challenge. But there are still good examples, such as in Kenya, Mozambique and Somalia, of using TC staff for involvement in the UNDAF processes. In Somalia, for instance, the ILO CTA is a member of the UNCT and has been very influential in developing the UN Recovery Plan for Somalia and the Interim DWCP.

**Box 4.5.**

**Evidence of ILO relations at country level**

Uganda: Discussions and planning during the implementation of the Employment Intensive Investments project confirm that the UNCT members are happy to work with the ILO in this field and are indeed expecting increased collaboration with the ILO. UNCDF has invited ILO to participate in their activities. The Government is hosting a Regional Seminar for Labour-Based Practitioners towards the end of the year in collaboration with ILO for sharing experiences internationally with some 30 countries on EIIP approaches.

Cameroon: UNIFEM, UNFPA, PNUD. AfDB have agreed to become members of the RBSA WED consultative committee. The following ministries are also members of the committee: Women Affairs, SMEs, Trade, Tourism, Employment, and Agriculture.

Liberia: The President, as well as the UNCT, views the ILO as the leader in the support and provision of technical expertise in the country's question for immediate and longer term employment creation. The Ministry of Labour has sought to have ILO staff seconded to assist in mounting the labour force survey.

Malawi: ILO needs to have greater presence in Malawi to be well known and for other agencies to have solid and well informed opinions on it. The Ministry of Labour is well versed on the ILO but does not seem to share enough information with other sectors of government.

**Evidence source:** *RBSA Log Frame (Part II of PFA Log Frame) and Questionnaire completed by Regional Office for Africa (17/09/2009)*

- 4.17. How well are the ILO HQ and Sub-Regional Team offering support to the country programme? (Indicate scope for improvement also) Effective use of RBSA relies heavily on effective technical support. Box 4.6 shows that there is scope for strengthening support for the country programmes. However, several of the interviewees stressed that a major advantage of the RBSA is that it has enabled the recruitment of urgently needed staff particularly at local level to supplement the technical support from HQ and the Sub-Regional Teams. In addition to the CTAs, evidence as cited in Box 4.4, includes RBSA funding for two technical specialists on skills and employment services and based in Liberia to support the Manu River Union project.

**Box 4.6.**

**Evidence of support from HQ and Sub-Regional Team to country programme**

Roles and responsibilities of HQ and field offices are becoming clearer as decentralization evolves. This has in part been strengthened by RBSA decentralization, and the system of the RO and SROs requesting and essentially “buying” HQ support is beginning to take hold. The LMI seminar in Addis Ababa was a very good example of coordinated team effort between 5 sections in HQ, RO Africa and 13 countries.

Cameroon: While quite happy with the support received from the HQ and RO, country office would prefer that choice of country be subject to more consultations.

Uganda: The IPEC CTA in Kampala has been appointed Coordinator of ILO activities in the country.

Rwanda: While the support from Kinshasa Office and Yaoundé Office is visible and timely, efforts have to be done to increase ILO HQ Units assistance to the country programme, especially in the ON UN backstopping.

Zambia: The RO Youth Employment (YE) specialists conducted a valuable seminal mission in early 2008. The YE programme has also benefited from networking and training provided by RO. Wider information sharing is recommended (newsletter should be resumed). Development and sharing of tools is essential; exchanges between YE country programmes, etc. Lusaka Office has also connected well to the UN-YEN based in ILO Geneva, and received considerable support from that source.

**Evidence source:** *RBSA Log Frame (Part II of PFA Log Frame) and Questionnaire completed by Regional Office for Africa (17/09/2009)*

- 4.18. How far are the social partners involved? What is their level of satisfaction? The evidence on the level of satisfaction is, of course, subjective since it is provided by the RBSA supported projects rather than by the social partners themselves. But overall, it can be said that there is still room for strengthening the participation of employers’ and workers’ organizations and the Ministry of Labour in the different stages of DWCP implementation (Box 4.7). The involvement of the social partners in the UNDAF process is, however, a different issue and is discussed in Section 3 above.

**Box 4.7.**

**Evidence of the involvement of social partners**

7.1. In Cameroon, social partners, professional associations and NGOs have been fully involved in project development and in its activities, receiving capacity enhancement. In Ghana, the social partners are members of the EIP National Steering Committee. But in Mozambique, involvement of social partners is relatively low. In Uganda too, involvement of social partners is very low.

7.2. The social partners are members of the consultative committee for RBSA-WED in the different

countries and are involved in implementation activities.

7.3. Efforts are being made to sensitize and involve the social partners, including through a meeting of all the RBSA funded countries.

7.4. Social partners' knowledge of LMI has some distance to go. They are included in technical capacity building and Ministries of Labour play a central role. Decent Work Indicators are relevant to all social partners and it is vital to increase their awareness.

7.5. Social partners are fully involved in the NAP formulation process including the task forces set up for the purpose.

**Evidence source:** *RBSA Log Frame (Part II of PFA Log Frame) and Questionnaire completed by Regional Office for Africa (17/09/2009)*

4.19. How will these country-based lessons learned be transferred to the ILO policy makers? The intention behind this question is to determine whether there are plans for knowledge sharing and for contributing to evidence-based policy decision making. This is again part of the efforts to promote RBM. Box 4.8 shows that knowledge sharing is clearly part of implementation plans, although some of the efforts would need to be more clearly specified.

**Box 4.8.**

**Evidence of plans for knowledge sharing (*what is going well*)**

7.1. The Employment Impact Assessment methodology being developed in partnership with EMP/INVEST under the project in Mozambique will guide the development process of this as a generic operational policy tool to be provided by the ILO.

7.2. The Cairo Forum in October 2009 is bringing together ILO constituents, partner organizations including the African Development Bank and ECA to extend the use of the ILO manual on women's enterprise development and to draw knowledge and experience on areas such as effective programmes to enhance women's access to credit.

7.3. A high-level policy sensitization and advocacy workshop is to be organized for the Manu River Union project.

7.4. It may not be an issue of "transferring" lessons to ILO policy makers, but rather a process of teamwork that raises awareness among all divisions within ILO. There is need for greater interface between the field and HQ to ensure that all staff are aware of evolving development landscape, especially in relation to recent events such as the impact of multiple food, fuel and financial crisis at the country level.

7.5. The NAP for the elimination of child labour formulation exercise is being documented. A regional knowledge and experience sharing workshop is planned, in collaboration with IPEC HQ and ITC-Turin, to discuss and share experiences and lessons.

The first Decent Work Symposium for Africa and the second Social Partners Forum to be held in early December in Burkina Faso should be important forums for sharing experience among the countries.

**Evidence source:** *RBSA Log Frame (Part II of PFA Log Frame) and Questionnaire completed by Regional Office for Africa (17/09/2009).*

**4a. The "value added" of the RBSA**

4.20. Certainly RBSA as a third source of funding, in addition to RB and XB resources, has made the difference in improving the quality and delivery of DWCPs to more effectively meet the needs of constituents in Africa. RBSA has

made possible the scaling up or acceleration of activities, thereby achieving results and impact. RBSA has also helped jump start important new initiatives which lacked funding. IPEC reports, for instance, that RBSA has enabled the top-up or expansion of the multi-country action plan, which is a key element of the Global Plan for the Elimination of Child Labour. In Africa, RBSA support is directly linked to the target for the national plans of action to eliminate child labour within the Decent Work Agenda for Africa 2007-2015.

- 4.21. In line with the principles laid out in the Paris Declaration on Aid Effectiveness and the Triennial Comprehensive Policy Review, the flexibility of the RBSA has enabled the ILO to not only provide better services to constituents but also to quickly and effectively respond to urgent or emerging needs and priorities – as compared to TC funds which tend to be bound by strict parameters. Evidence was given above, for example with the re-programming of funds to respond to the global crisis and implement the Global Jobs Pact. Another important aspect is the flexibility to hire staff – it is often the case that the ILO’s ability to deliver on decent work is constrained not just by limited financial resources but also by limited human resources.
- 4.22. A key value of the RBSA is that it can provide the real incentive for effective RBM especially at country level and for changing the way in which staff and constituents operate. “We can instruct countries to prepare results-based DWCPs but we have little financial incentive to offer them to change the traditional way of doing things away from outputs and activities to outcomes and results. RBSA can provide the carrot. But, of course, this cannot happen if RBSA is earmarked for particular themes or countries, rather than being allocated on the basis of well-prepared results-based DWCPs”<sup>21</sup> (budgeting by results, which is the goal of RBM). Furthermore, for RBSA to effectively promote results-based DWCPs, the funding and programming cycles will need to be synchronized.
- 4.23. RBSA as an effective means to promote and support RBM is not only in the larger context of results-based DWCPs. RBSA makes it possible to support those aspects of RBM that normally are not or are only inadequately supported by other sources of funding. A RBSA reserve for evaluation, monitoring and oversight has been created to finance: “(i) the establishment and maintenance of results-focused monitoring and reporting practices in the regions and at headquarters; (ii) the development of monitoring systems and the establishment of baselines against which to assess and report on results; and (iii) the conduct of independent evaluations and internal reviews of activities directly linked to RBSA allocations”<sup>22</sup>. Several ILO staff interviewed stressed the importance of funding to establish baselines and conduct impact assessments (which are normally not provided for under TC funds).
- 4.24. Another aspect of RBSA for RBM is building upon the learning experience and expanding the knowledge base and knowledge sharing – thereby contributing

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<sup>21</sup> Interview with Chief of the Regional Programming Unit, RO Africa.

<sup>22</sup> Office Procedure IGDS Number 63, 11 February 2009.

to the development of capacities, especially for evidence-based policy work. Compared to TC which tends to be for interventions for direct beneficiaries, RBSA can support upstream policy interventions which are backed by a solid body of evidence. In addition to support for global products, RO Africa gave examples of where RBSA is being used to support the development of (sub)regional products and enable knowledge sharing. One example is the Cairo Forum which is being organized in October 2009 to bring together the different countries to identify the factors of success or failure in WED activities and to determine what is needed to upscale and enhance the effectiveness of the WED programme (“RBSA has forced us to rethink what we need to show results”)<sup>23</sup>. RO Africa also pointed out that the presence of the RBSA CTAs in the regional office has stimulated a lot of cross fertilization of ideas and identification of opportunities for joint work. Importantly, a RBSA portal has been created on an experimental basis for knowledge sharing purposes. This tool has potentials and its development should be further explored.

- 4.25. RBSA is offering important new opportunities for developing the capacities of the social partners and strengthening their involvement in the single country framework (such as in the national negotiations on the priorities in the UNDAF and in the implementation of the Joint Programmes). This would also help to make the social partners better known to the other UN agencies, and vice versa.
- 4.26. RBSA is also enabling the Office to build and expand internal and external partnerships. Within the Office, the RBSA projects cited several examples of enhanced collaboration and team work because of the ability to flexibly combine and use funds. In terms of external partnerships, Boxes 4.4 and 4.5 provide evidence of how RBSA made it possible for the ILO to respond not only to its traditional social partners but also to other UN agencies and, thereby, raise its profile and enhance its role within the single country framework. Joint work items have also been emerging between RBSA projects funded by different donors, and also between RBSA and traditional TC projects.
- 4.27. RBSA has also enabled the ILO to support regional integration initiatives. For example, RBSA was used to foster regional integration in the East African Community (EAC) in the field of youth employment; and also for a manpower survey for the Community supported by the RBSA-LMI project. In Central and West Africa, the RBSA is facilitating collaboration with Central African States Economic Community (CEAC) and the West African Economic and Monetary Union (WAEMU) on employment-intensive investment policies and employment impact assessment methodologies of public investments.
- 4.28. Another important value added of RBSA is that it enables the Office to leverage additional funding. In Tunisia, for example, the fact that the ILO was able to invest RBSA motivated UNDP to appoint the ILO lead agency in the Youth Employment Programme under the Spanish MDG fund. In Malawi,

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<sup>23</sup> Interview with Deputy Regional Director, RO Africa.

RBSA is being used to bridge between two IPEC projects, one which was ending and another which will only start in 2010. RBSA made it possible to keep staff and facilities in place, so that there will be no need to restart in 2010 when the new project funding becomes available – there is a cost efficiency element here.

#### **4b. The new funding modality and the lessons learned**

- 4.29. The programming, management and oversight procedures and mechanisms for this new funding modality had to be very quickly put in place, so, understandably, there were teething problems and “a lot of learning as we went along”. The ILO is constantly and currently reviewing these procedures and mechanisms to improve and streamline them, so as to ensure effective and efficient use of RBSA towards the goal of results-based and quality controlled DWCPs in the context of UN reform - therefore, the lessons learned, as highlighted in Box 4.9, are important.

##### **Box 4.9.**

##### **Using RBSA for results: learning from experience**

The main risk the Office wishes to avoid is for the RBSA to become a hybrid of the two traditional RB and XB sources of funding, and to adopt some of the weak features and lose the strong features of both. The main lessons learned are highlighted below:

- Programming and allocation of resources, including the RBSA, needs to be done in the framework of the goals and priorities established by the Office. To ensure this is done more effectively, by the end of 2009 the Office, through a joint effort by countries, regions and HQ units will complete the Outcome Based Work plan exercise for the 2010-2011 biennium;
- The procedures for RBSA proposals and approvals were made lighter than those for XB funded activities, with the aim of facilitating and speeding up the process of allocating money where it would make a difference. The lesson learned is that, to avoid the risk of losing quality control standards, the Office is reviewing the procedures to improve quality assurance for RBSA funded activities and to better align quality standards for RB and XB-funded activities;
- With regard to the two points above, staff capacity to effectively participate in the programme cycle needs to be enhanced. The Office should consider targeted training and find resources for enhanced direct support to field staff;
- The current practice of managing RBSA through the OGA, which is the supporting system for TC projects, has resulted in the “projectization” of RBSA and complicated the management of these funds. The lesson learned is that we should move away from conceiving of RBSA as TC and therefore limited to project activities. RBSA resources, jointly with other sources of funding, should contribute to the achievement of priority outcomes in the P&B and DWCPs in an integrated manner – which is the aim of OWB;
- Because RBSA is dealt with under RB procedures, the administration has tended to be more rigid, heavier and time-consuming, thus diminishing its flexibility. For example, reprogramming of funds has to be linked to a budget line in IRIS and approved by a PDM from HQ, which tends to be more cumbersome and take longer than a budget revision for a TC project. When flexibility of use of the funds and quick delivery are of the essence, the rigidity of the financial approval procedures for RBSA is a concern and is being addressed by the Office. PROGRAM and FINANCE are already discussing ways to accelerate the issuance of PDMs and PACs, for example through a system solution as the current manual processing of PDMs/PACs is a major cause of delays;

- Having staff in place to immediately proceed with implementation is critical, especially when the time frames are very short. While the HR Department has done its best to facilitate and fast-track the process, the main constraint is that hiring of staff cannot begin until the project is created in IRIS. The staffing issues are also being reviewed by the Office, including the type of contracts and the costing of the contracts.
- Decentralization of funds to the country level was intended to ensure that the money was where it was most needed. But the lesson learned from the African experience has been that there needs to be a better balance between the allocation of funds to the country offices and Regional Office. This is of particular importance when RBSA is allocated to thematic windows – which, in effect, was what happened when Africa selected five priority areas for RBSA support. The selection of five priority areas resulted almost automatically in the creation of regional projects with Chief Technical Advisers (CTAs) located in the RO but the funds located in the country offices, and the RO and CTAs constrained in their efforts to maintain coherence across the field offices. It is important to ensure that, on the one hand, the funds directly meet the needs of constituents, and, on the other hand, the ability of the RO to exercise financial and technical oversight and accountability is not adversely constrained while, at the same time, HQ is still able to monitor and track how the Region is allocating funds to the countries.
- Apart from funding of country and regional initiatives, and far from the ‘projectization’ of the RBSA, clear provisions should be made for funding of global products and non-projectized interventions (i.e. related to the Global Jobs Pact, employment impact assessments, labour market indicators, green jobs, etc...) that contribute to the priority outcomes.
- The RBSA procedures have included strict monitoring, evaluation and oversight. However, the current system of IRIS at HQ and FISEXT in the field has resulted in different delivery records, complicating efforts to track progress and achievement of results. FISEXT does not allow the field to align financial information with substantive work and to truly manage resources in line with results. PROGRAM and FINANCE are working together on finding better ways to streamline information coming from the two different sources and on obtaining reliable data for RBSA funded projects.
- Flexibility should not mean lack of predictability of funding – the account of the RBSA is intended to be not just a flexible but also a predictable, stable source of funding. The certainty of funding is critical. DWCPs are developed to achieve results over at least a four-year time frame - if RBSA is to support results-based DWCPs, then it should not be bound by a biennial P&B cycle. RBSA funding on a rolling basis over at least two or more biennia or ideally six years in line with the SPF would provide certainty over the longer term, for example in terms of commitments with partners and staff contracts – this would also give the potential of greater efficiency savings.
- As the ILO moves towards an integrated budget and focuses on results rather than sources of funds, it is still essential to address the concern of donors for visibility of what RBSA is used for and its impact. Therefore, it is very encouraging that the Office and the GB are already discussing how the Implementation Report of the P&B for each biennium could be structured to provide such information within the context of an integrated budget. Nevertheless, some donors might be less likely to want to fund the RBSA if they are not able to get specific answers on what specifically the funding is being used for and what is the expected impact at national level. Since they are also accountable for public funding, they might request detailed information on the use of the RBSA funds. While addressing this through the implementation report, it is important that the ILO line of integrating RBSA into P&B is maintained and that RBSA never becomes a quasi-XB programme. Donors who cannot subscribe to the rules of the RBSA and/or cannot truly accept an earmarking of resources, should be given the opportunity to fund a parallel and efficient XB mechanism.

## 5. Part 3: Enhanced evidence of impact of global policy and advocacy work

- 5.1. Part 3 of the PFA covers four policy programmes – Forced Labour, Labour Migration, Social Security and Cooperatives in Africa. The main findings of the Self Assessment are separately presented below for each programme, while the lessons learned and recommendations for enhancing their impacts at global and national levels are made in Section 2.
- 5.2. The main findings are organized to highlight what went well, what went less well, and why in the programmes, rather than reporting against specific outcomes or indicators. There are two main reasons for doing this. Firstly, as some of the programmes pointed out, given that the Log Frames and Indicators had changed over the period of the PFA, it was difficult to report against specific outcomes. Another difficulty is that since resources have been used in an integrated manner, it is difficult to attribute particular results to an individual donor. In particular for the Forced Labour and Labour Migration programmes, extra-budgetary resources have been mobilized from various donors to augment regular budget resources, and used to support both core functions of the programme staff based primarily in Geneva HQ, global activities, and also specific projects in particular countries or sub-regions.

### 5a. Building a global alliance against forced labour and human trafficking (GLO/06/58/UKM)

- 5.3. The overarching objective of the Special Action Programme to Combat Forced Labour (SAP-FL) is to build and support a global alliance against forced labour, focusing especially on the ILO's tripartite constituents. The key achievements of SAP-FL to concretely build and support a global alliance are highlighted in Box 5.1. The box also identifies what has gone less well and why.

#### Box 5.1.

##### Building a global alliance

##### What has gone well:

- Support to employers' and workers' activities against forced labour and human trafficking: Strong partnerships have been developed with international organizations of both employers and workers, working through the International Organization of Employers (IOE) and the International Trade Union Congress (ITUC). There has also been extensive engagement with individual companies at national level through the support of national employers' organizations, such as the China Enterprise Confederation and the US Council for International Business. A Plan of Action for a Global Trade Union Alliance against Forced Labour and Trafficking, which was adopted by the ITUC General Council in December 2007, has established the political framework for intensified trade union action.
- Policy guidance and training: A large number of Governments, including Bolivia, Brazil, China, France, India, Pakistan, Peru, Portugal, USA and Zambia, have turned to the programme for policy advice and training for labour and other law enforcement officials. With the entry into force in over 100 countries of the Palermo Trafficking Protocol, many countries have turned to the ILO and its SAP-FL for guidance on how to interpret the concept, how to train law enforcement

officials to identify specific cases of labour trafficking and how to determine the appropriate law enforcement response. Several innovative training tools have been produced and widely disseminated, including a Handbook on Forced Labour and Trafficking for labour inspectors, Casebook of Court Decisions on Forced Labour and Trafficking targeting judges, prosecutors and legal practitioners, and Combating Forced Labour; A Handbook for Employers and Business. A key feature of the training at national, regional and global levels has been (i) SAP-FL's key role in bringing labour administration officials and labour inspectors together with other agencies of law enforcement including criminal justice and immigration officers; and (ii) particularly in the area of human trafficking ensuring that the overall training programmes give due attention to the labour dimensions and the importance of the ILO's rights-based approach.

- Data gathering and analysis: This has been a particularly strong achievement. SAP-FL figures on forced labour have received immense coverage and very widespread acceptance; the US Government's June 2009 Trafficking in Persons report uses the ILO figures. Technical assistance has enabled a number of countries to design and implement surveys at national level to measure the incidence of forced labour and/or human trafficking. The "Delphi" indicators developed in collaboration with the European Union have been very well received, and there is growing interest in adapting them to the needs of criminal law enforcement. The programme is also contributing to the ILO Office-wide effort to produce Decent Work Profiles in five pilot member States.
- Communications and advocacy: In terms of outreach, this has been one of SAP-FL's strengths, as evident in an increase in media coverage (number and quality of items on forced labour in national and international press, TV and radio broadcasts).

#### **What has gone less well/constraints encountered:**

- Alliance building is a complex issue for the ILO with its organizational structure, well established social partners and its traditional modus operandi. Furthermore, SAP-FL has had to operate and compete in a context in which a number of international organizations have programmes against human trafficking and are increasingly involving them selves in action against forced labour. The concept of a "global alliance" so far has been used primarily as a communications tool, rather than be given any organizational structure. This has been a deliberate strategy so as to retain the maximum degree of flexibility in terms of capacity-strengthening action and to avoid being "pinned down" by a fixed institutional structure. The challenge for the programme is now to engage a wider range of strategic partners.
- Building the alliance with trade unions has been challenging and costly, e.g. the financial support for a Forced Labour Coordinator at ITUC Brussels. It has also been a major challenge to stimulate action by trade unions at country level. The network of trade union focal points at country level remains fragile and in need of continuous support and capacity building.
- Partnerships with the International Financial Institutions (IFIs) have yet to be pursued vigorously, in part because of SAP-FL's limited staff capacity. Yet the potentials are there, e.g. some of the interventions widely used by the IFIs, such as microfinance and remittance services, could well be applied to prevention, protection and reintegration programmes for those at risk of or released from forced labour or trafficking situations.

**Evidence source:** *Self Evaluation by SAP-FL; The Cost of Coercion ILO Global Report on Forced Labour 2009*

5.4. Activities to build a global alliance have been combined with projects at national and regional levels. To support governments, social partners and other stakeholders to combat forced labour, the strategy links "upstream" policy work and capacity building with "downstream" grassroots work and direct assistance to actual and potential victims of forced labour and trafficking, using microfinance, social dialogue and different empowerment tools. The highlights of some of these efforts are shown in Box 5.2.

- 5.5. To more effectively operate at the country level, SAP-FL has to address forced labour and trafficking through DWCPs and UNDAFs. Although this is a major challenge, some successes have been achieved, as shown in Box 5.2.

**Box 5.2.**  
**Operating at the country level to address forced labour and human trafficking**

**What has gone well:**

- SAP-FL has projects spanning all regions of the world. They combine components addressing law and policy frameworks; institutional capacity building; research, advocacy and awareness raising, and often 'pilot' action to provide assistance to victims of forced labour and trafficking.
- It was beyond the scope of the current Self Assessment to appraise in detail the scope and impact of these country and regional level projects. But other evaluations have generally been positive and recommended continued follow-up action, albeit sometimes with proposed changes in strategic components. A May 2009 evaluation of a project on the Elimination of Human Trafficking from Moldova and Ukraine through labour market based measures concluded that "the project has been a success...provided a good basis for a lasting change in the way various national stakeholders conceptualize and act upon the issue of trafficking in human beings. It has built their capacity and increased their 'coalition building potential' ....The project has masterfully drawn on the vast body of expertise accumulated by the ILO in various areas relevant to its mandate".
- A growing number of DWCPs include forced labour as a priority. Bolivia, Brazil and Nicaragua have included the abolition of forced labour as a specific DWCP priority. China includes action against forced labour within the broader promotion of fundamental human rights; India addresses bonded labour through its outcome on the progressive elimination of unacceptable forms of work. Pakistan includes a direct commitment on bonded labour; while Albania, Indonesia, Nepal, Tajikistan and Ukraine among others make various forms of reference to the protection of migrants from trafficking or to stopping exploitation at work.

**What has gone less well/constraints encountered:**

- Given that forced labour is a highly politically sensitive and operationally difficult human rights area, it is understandably a challenge to secure incorporation of forced labour issues into DWCPs and UNDAFs. However, SAP-FL experience has shown that with careful awareness raising supported by pilot interventions, the consensus can be built to integrate forced labour and trafficking issues among national priorities. But it takes time and continuous action to build national consensus to acknowledge and address forced labour problems – so short-term project interventions are not adequate. The fact that the programme has no forced labour focal points in the regions has also added to the burdens.

**Evidence source:** *Self Evaluation by SAP-FL; The Cost of Coercion ILO Global Report on Forced Labour 2009; staff interview.*

## **5b. ILO Global Campaign for Social Security and Coverage for All as a Means of Reducing Poverty in Africa and Asia (GLO/06/54/UKM; URT/06/50/UKM; ZAM/06/51/UKM)**

- 5.6. It was at DFID's request that a policy programme on social security was included in the PFA – the reason being that DFID wanted the Social Security Department to further the research that DFID/GTZ and ILO had undertaken on modelling the affordability of a minimum set of social protection benefits in low income countries. The policy programme covers three countries – Tanzania Mainland, Zanzibar and Zambia.

- 5.7. Overall, the Self Evaluation conducted by the programme concluded that it has effectively and efficiently delivered the main project outputs. The programme has had a significant impact on policy development in all three countries and also at the international and regional levels on the ILO Global Campaign on Social Security for All. Importantly, there is now documented, conclusive evidence on the affordability of a minimum set of social protection benefits for low-income countries. Some details of what has gone well are provided in Box 5.3. In a policy programme as technically complex and challenging as this one, it can be expected that constraints would have been encountered, as also highlighted in the Box. It is useful to take note of them for the lessons learned.

### **Box 5.3.**

#### **Extension of social protection in Africa**

##### **What has gone well:**

- Social Protection Expenditure and Performance Review (SPER) and Social Budget (SB) produced, published and endorsed for Tanzania Mainland and Zambia within the project timeframe. The combined SPER and SB report for Zanzibar were presented to the National Tripartite Committee in October 2009. Very importantly, the reports confirm the results of earlier ILO research on the affordability of a minimum set of social protection benefits.
- In Tanzania Mainland, following the launch of the report, the Ministry of Labour, Employment and Youth opened negotiations with DFID to establish a pilot site for the long-term establishment of a universal old age pension scheme – this is a huge step forward in moving the policy agenda for the elderly and for the long-term alleviation of poverty.
- The technical tools and innovative techniques of the project have represented an important contribution to the knowledge base in the field of social security. The project used new analytical techniques to examine fiscal space – the approach has been transferred to other countries. It has also included poverty impact analysis. Furthermore, the project demonstrated the importance of having a baseline such as a SPER and SB when looking at long-term policy development of social protection to ensure equitable and efficient use of resources. Before the project, the national plans and other planning mechanisms had not been costed either for the short or medium term.
- The project has promoted the transfer of knowledge (including the SB model): The knowledge base of contributory and non-contributory social protection is weak in all three countries across the tripartite constituents as well as the Ministry of Community Development. The analytical skills base is also weak. To help overcome this problem, the project has organized training workshops, supported key staff to participate in intensive technical training, and established expert groups and training them on issues such as economic, actuarial and statistics for social protection and transfer of the SB.
- In Zambia, the DWCP has been amended to include social protection, and this has greatly helped to integrate the project into the national planning process by being included in the Employment and Labour Advisory Group under the Fifth National Development Plan.
- Interest in the work accomplished has meant that the project has been able to leverage additional funding, for example from the European Commission which is doing similar work in other countries.

##### **What has gone less well/posed constraints:**

- The poor quality and lack of availability of data in the countries has posed serious problems, including delays in moving the project forward – since data is of fundamental importance in the production of a SPER and SB and for subsequent policy options analysis.

- The idea of holding Policy Dialogue Forums was to serve as a mechanism to broaden debate in the countries on a minimum set of social protection benefits as a means of alleviating poverty. But the one held in Zambia was not as effective as it had been hoped in terms of extending the discussion to civil society groups – in part because such group representation is not well developed in the country.
- The DWCPs, UNDAFs and National Development Plans were in place before the project started. Social protection including social security but as a separate theme were included in the National Development Plans but not in the DWCPs and UNDAFs. It was necessary for the project to integrate itself in each of the management structures set up for the National Development Plans and this took some time to achieve and was more successful in Zambia than in Tanzania Mainland.
- In Zambia and in Tanzania, the field offices DFID development officers took a different position on social protection to their London colleagues. This caused some communication problems.

**Evidence source:** *Self evaluation report; staff interview.*

## **5c. Effective Action for Labour Migration Policies and Practice (GLO/06/57/UKM)**

- 5.8. The PFA migration policy programme was reformulated within the strategic framework of the ILO P&B 2008-09 and, therefore, is fully consistent with the overall Office approach. The policy programme takes the P&B targets for the International Migration Programme (MIGRANT) as the baseline for its targets. The P&B intermediate outcome for MIGRANT is “Labour Migration is managed to foster protection and decent employment of migrant workers”. The DFID funding has been key in enabling MIGRANT to promote the ILO Multilateral Framework on Migration and to enhance impact at both national and global levels.
- 5.9. Following the DFID Comprehensive Review in 2007, the policy programme has devoted increased attention to achieving results through demand-driven interventions at the country level. Box 5.4 highlights the key achievements, and also the constraints encountered at the country level.

### **Box 5.4.**

#### **National programmes and mechanisms for effective protection of migrant workers**

##### **What has gone well:**

- Labour Migration Policies adopted:
  - In Brazil a labour migration policy based on a tripartite policy framework and advocacy agenda was adopted in 2008 and a technical cooperation project to sustain its implementation was submitted to the Government. This was followed by a law on 3 July 2009 for regularization of undocumented migrants in Brazil;
  - In Sri Lanka, the National Labour Migration Policy was adopted by the Cabinet on 30 April 2009: and
  - In Pakistan the National Emigration Policy was submitted for approval to the Cabinet in June 2009;
  - In Mongolia, the ILO provided detailed advice on the Draft Law on Employment of Mongolian Citizens Abroad and Foreign Citizens in Mongolia to replace the law of 2001 on Exporting and Importing Workforce;

These achievements were made following intense consultative processes. The key success factors were: political commitment by the Governments, ownership of the process by local stakeholders and social partners, and the capacity of the ILO to closely follow the processes and to provide expert technical advice.

- Model bilateral agreement between trade unions developed. Given the significant gaps in protection of migrant workers, mobilization of social partners is critical. The programme in collaboration with ACTRAV and ITUC convened an inter-regional trade union meeting of sending and receiving countries in the Gulf countries. The concrete achievement was the development of a model bilateral agreement between trade unions of source and destination countries. The bilateral agreements signed in December 2008 between Sri Lanka trade unions and trade unions in Bahrain, Jordan and Kuwait for protection of Sri Lankan migrant workers in these countries was a significant concrete achievement.
- Support provided for the development and implementation of policies and programmes: Policy and programme development processes take a long time – from the request from a government, to the consultation, advocacy and data gathering processes to the formulation of the policy/programme to the review, approval and adoption processes:
  - In Nepal, a process is underway to revise the Foreign Employment Act of 2007 to bring it in line with ILO instruments and international good practices;
  - In the UAE, a programme on administration of the temporary contractual cycle from India and the Philippines to UAE has been set up in collaboration with IOM. An important factor behind the success of this initiative was the first Gulf Forum on Temporary Contractual Labour in the UAE organized by the ILO;
  - Bahrain abolished the sponsorship system for recruitment of migrant workers (Kafeel system) in 2009, which had been responsible for many abuses and malpractices in the Gulf. The ILO had recommended its abolition;
  - In Mauritius, the ILO supported the development of an Action Plan for the negotiation of social security agreements in circular migration programmes.
- Advocacy and support provided for rights based approaches and ratifications of ILO and UN Conventions: ILO overall support has contributed to 5 ratifications of ILO Convention No.97 and 5 ratifications of Convention No.143. In Bangladesh, MIGRANT in collaboration with the Ministry of Expatriates' Welfare and Overseas Employment, held a tripartite regional symposium bringing together the countries of origin in South and Southeast Asia to share regional experiences and good practices. As a follow up to the conclusions of the symposium, the government is working with ILO Dhaka on the development of a technical cooperation project. The project's capacity development support has enabled a national worker association, WARBE, to collect some 85,000 signatures to date for the ratification of the ILO and UN Conventions on Migrant Workers.
- Of 34 DWCP documents on the ILO public website (representing final documents) reviewed in October 2009, 30 DWCPs contained at least one reference to "migration" and/or "migrant workers", while 15 countries had substantive references, while another 3 had specific migration-related outcomes. MIGRANT contributed to the quality assurance process of DWCPs by concrete suggestions for incorporation of labour migration issues as relevant for some 10 countries. It has also provided support for the actual implementation of the migration components of DWCPs in countries where migration is a priority outcome.

#### **What has gone less well/posed constraints:**

- Hurdles encountered in the formulation process: In Sri Lanka, a duplicate process was initiated by the local International Organization for Migration (IOM) Office to develop a labour migration policy. The support provided by DFID nevertheless enabled the ILO to conduct timely coordination actions and avert complications. In Pakistan, the Government did not involve the ILO and all stakeholders from the beginning, as had been done in Sri Lanka. This made the policy development process less effective. The approval of the National Emigration Policy by the Pakistan Cabinet has been pending since June 2009 due to various security concerns in the country.
- Attitudes and perceptions of national governments and the society towards migrant workers:

Politically and socially labour migration is a highly sensitive topic involving issues of national sovereignty and security for the concerned governments and prejudices and often discrimination on the part of receiving country populations. These issues have to be dealt with before any progress can be made in improving protection and decent work for migrant workers. For instance, the initial response by UAE and Kuwait to the first open protests, demonstrations and strikes by migrant workers over poor working conditions that took place in 2008 were rather negative and made dialogue difficult. It took a very gradual and sensitively crafted process and collaboration with other organizations such as IOM to get the support of the receiving countries for the first Gulf Forum on Temporary Contractual Labour. Restrictive provisions on the activities of trade unions in the Gulf Cooperation Countries have also meant that the social partners are constrained in efforts to promote decent employment for migrant workers.

**Evidence source:** *Self evaluation report; staff interview.*

- 5.10. Policy action and products at the global level have also contributed to the implementation of the Multilateral Framework on Labour Migration for the protection and decent employment of migrant workers, as highlighted in Box 5.5.

#### **Box 5.5.**

#### **Global action for the protection and decent employment of migrant workers**

##### **What has gone well:**

- MIGRANT has consistently promoted the Multilateral Framework on Labour Migration (MFLM) and the ILO's rights based approach through a variety of coordinated actions: the good practices in the online labour migration database have been constantly updated; ILO specialists have actively participated in national, regional and international forums; training materials on the MFLM were finalised and the international training course 'International Labour Migration: Enhancing protection and Promoting Development' has been mainstreamed into the ILO ITC Turin courses structure. The MFLM has also been translated into 6 additional languages in 2009.
- A major success in the collection and dissemination of migration statistics as a basis for better policies and planning was made in 2008, through the integration of MIGRANT's International Labour Migration (ILM) database into the ILO's Labour Statistics database (LABORSTA). This has placed migration statistics within the overall labour statistics and decent work indicators. The ILO-developed labour migration module has so far been added to existing national labour force surveys in Armenia, Ecuador, Egypt and Thailand as pilot countries.
- Another key area is in the strengthening of partnerships and cooperation towards the more effective protection of migrant workers:
  - The ILO is a founding and active member of the Global Migration Group;
  - It has been actively supporting the intergovernmental Global Forum on Migration and Development (GFMD) and contributed to the 2007, 2008 and 2009 GFMD forums with technical contributions based on ILO's approach;
  - MIGRANT and SECTOR collaborated with the Global Health Workforce Alliance (GHWA), WHO, OECD and IOM in addressing the global health worker migration issue, and provided valuable inputs to the drafting process of a global code of practice for ethical recruitment;
  - MIGRANT supported ACTRAV and Public Services International (PSI) to prepare Pre-Decision Kits, which were partly supported by this policy programme, to enable health workers to make informed choices regarding migration – this has been especially helpful in the context of the crisis over the shortage of health workers;
  - Close cooperation is also kept with OHCHR, through the Committee on Migrant Workers;
  - MIGRANT worked with UNDP on the 2009 Human Development Report – Overcoming Barriers: Human Mobility and Development';
  - MIGRANT represents the ILO in the EC-UN Joint Migration and Development Initiative (JMIDI),

a One-UN Programme supported by the European Commission and several agencies working on migration and development issues (UNDP, UNFPA, UNHCR and IOM).

- The links between migration policy and other key dimensions of decent work have been increasingly strengthened through collaboration between MIGRANT and other units within the ILO. For example, MIGRANT collaborated with SAFEWORK to incorporate migrant worker issues in the agenda of the XVIII World Congress on Safety and Health at Work. MIGRANT also collaborated with GENDER to include migration as a theme in the Gender Equality at the Heart of Decent Work campaign; and worked with ACTRAV and ACTEMP on developing migration manuals.

#### **What has gone less well/constraints encountered:**

- The very nature of international migration policy poses difficulties in showing impact from a time-bound policy programme covering two years. Migration policy is a very sensitive area with a strong political dimension, as states regard it as a central aspect of their sovereignty. States often have to balance different interests and are slow to make changes in migration policy, although they may agree in principle with research and advice offered by international agencies or researches. Effective involvement of social partners is of key importance.
- The 303rd Session of the ILO GB in November 2008 reviewed the summary evaluation report prepared by EVAL of ILO's strategy for the protection of migrant workers covering the period 2001-7. The GB called for greater coherence on migration activities within the ILO and increased coordination and cooperation with other international organizations working in the field. Considerable efforts have been made by MIGRANT in both directions, and are partly reflected above. But due to the increasing relevance of labour migration in the world today and the challenges ahead, the tasks are still huge. MIGRANT has recently prepared proposals for discussion for promoting internal coherence and for working better with other organizations.

**Evidence source:** *Self evaluation report by MIGRANT; staff interview.*

## **5d. The Cooperative Facility for Africa (Coop<sup>Africa</sup>) (RAF/06/53/UKM)**

- 5.11. Based on an ILO-DFID funded research in 2005-06, Coop<sup>Africa</sup> was funded under the PFA with a separate arrangement for the policy programme to extend to 2010. The programme, which was launched in October 2007, aims to contribute to poverty reduction by working through the cooperative movement in nine countries in Eastern and Southern Africa: Botswana, Ethiopia, Kenya, Lesotho, Rwanda, Swaziland, Tanzania, Uganda and Zambia.
- 5.12. The available evidence indicates that the programme continues to live up to, if not exceed, the expectations expressed in the DFID "Light Review". The programme has achieved good results vis-à-vis the expected outcomes at three levels (as highlighted in Box 5.6):
  - Macro: The cooperative approach is effectively incorporated as a key element into National Poverty Reduction Strategies (PRS), Joint Assistance Frameworks, UNDAFs and DWCPs, as well as into regional and continental programmes and strategies;
  - Meso: Local cooperatives have access to and make use of high quality organizational support and appropriate business development and monitoring services provided by vibrant and competent cooperative support structures;

- Micro: The capacity of local cooperatives to create jobs, generate income, reduce poverty, provide protection and give people a voice in civil society is significantly improved.

### **Box 5.6.**

#### **Poverty reduction through the cooperative movement**

##### **What has gone well:**

##### **At the macro level:**

- The programme is contributing to the renaissance of the cooperative movement at the regional level. For example, the Regional Decent Work Programme for the East African Community (EAC) establishes the cooperative approach as one of the key strategies of achieving the regional priority of youth employment creation. Recognition that cooperatives and other social economy organizations represent an important response to the global crisis is driving the organization of a high-level conference on Social Economy: Africa's Response to the Global Financial Crisis (in October 2009, in Johannesburg);
- At the national level, there is clear evidence that the programme has actively contributed to the integration of the DWA into the UN single country frameworks and enhanced ILO collaboration with other UN agencies. In Tanzania Mainland and Zanzibar, the programme provided technical assistance to review the PRSs and to support policy issues concerning the agricultural sector. In the One UN pilot countries, Tanzania, Mozambique and Rwanda, the cooperative approach has been integrated into the Joint Programmes (JPs) for 2009-10. In Tanzania, for example, CoopAfrica has partnered with FAO and UNIDO and channelled DFID funds to support JP1 on employment, and JP5 on capacity development in Zanzibar. It has also made available the Challenge Fund (described under micro level achievements) as part of JP1 and set up a Regional Advisory Group to manage the Challenge Fund process and inform the One UN initiative about local organizations that could be supported. To date, the programme has exceeded its target of five UN-assisted strategies.
- CoopAfrica has also succeeded to incorporate the cooperative approach into DWCPs. The role of cooperatives in contributing to poverty reduction and employment creation is explicitly recognized in the DWCPs of at least five countries under the programme. In Ethiopia, the draft DWCP also recognized the role of cooperatives in fighting HIV/AIDS at the workplace.
- Cooperative policies and laws have been revised or are in the process of revision in 13 countries – thereby improving the policy and legal environment for cooperatives.

##### **At the meso level:**

- Centres of Competence have been established as a network of support organizations to strengthen the primary cooperatives. An organizational capacity assessment instrument was designed and applied to identify organizations qualified to be centres of competence;
- Coordinating structures, the National Advisory Groups, have been established by the programme to put in place systems, processes and tools and to create partnerships that would enable the national apex organizations to function properly;
- Tools, importantly the Materials and Techniques for Cooperative Management Training toolkit, have been refined for use by the cooperative movement. This has been done in partnership with several organizations including the International Cooperative Alliance (ICA), FAO and cooperative colleges and also collaboration among several ILO units. Knowledge development and sharing, including through an e-platform and e-coaching, has been important for strengthening cooperatives.

##### **At the micro level:**

- The Challenge Fund has operated effectively to support cooperative enterprises, enabling them to be more performance oriented and strengthening them to provide innovative products and services. The Challenge Fund is an open financing mechanism that allocates grants funding through a competitive process. To assist in the implementation, monitoring and evaluation of the fund, National Advisory Groups have been established. Three calls for proposals have been made and the fund has supported cooperative projects as diverse as health cooperatives in Ethiopia to

dairy farmers in Zambia to soy bean growing in Kenya. Thorough assessments have yet to be conducted, but the first indicative results from the monitoring system show that around 181,300 people have benefited from the programme and its centres of competence; 104,300 self employment opportunities were made more productive and over 1,100 jobs have been created.

**Integrating thematic concerns:**

- A strong feature of Coop<sup>Africa</sup> is how it has demonstrated that the cooperative approach is an effective channel to address cross cutting issues, including HIV/AIDS, child labour and gender. The programme tackles HIV/AIDS through activities for prevention and care through cooperatives; and impact mitigation by increasing employment and income opportunities for those infected or affected by HIV/AIDS. In collaboration with IPEC, Coop<sup>Africa</sup> has raised awareness of child labour issues among cooperatives and supported them to implement activities to address child labour. It has made gender mainstreaming a criterion for the Challenge Fund.

**The comprehensive monitoring and evaluation system:**

- A very strong point of the programme has been the development of a comprehensive M&E system with detailed baselines of cooperative development in the nine countries. The system allows proper tracking of outputs and outcomes against the delivery of inputs.

**What has gone less well/constraints encountered:**

- Like the other policy programmes, Coop<sup>Africa</sup> cited the lack of alignment with the programming cycles of the DWCPs and UN single country frameworks as a major reason for the difficulties encountered in being able to more effectively promote the DWA and integrate cooperative issues.
- Evidence shows that the cooperative model of enterprises have regained in interest, but the legacy of cooperatives in Africa and the weak capacity of the civil society hinder the development of genuine cooperative enterprises and the promotion of the DWA in the huge informal economy in Africa. According to the independent evaluation, the timeframe of the programme is rather short. Support to the Government to create a more conducive environment and to the cooperative sector needs to be on a longer term basis.

**Evidence source:** *Mid-term Independent Evaluation report, staff interviews in the field and at HQ, documentation.*

# **ANNEX 1**

## **LOGICAL FRAMEWORK OF THE PFA**

**PART I: Strengthened results-based management at the ILO and accelerated transition to Decent Work Country Programme Approach**

#	ILO Outcome	Measure of Progress (Indicators)	Baseline	Target	Main Outputs and Activities
1	ILO has systems to report on results and impact vigorously	<p>1.1 There is a dedicated established reform team to accelerate the pace of reforms and evidence that new HR strategy and IRIS are contributing to efficiency and good management practice</p> <p>1.2 A clear institutional framework exists for reporting on results and impact and funding of allocations is driven by strategic objectives and priorities</p>	<p>(i) Current performance management system is ineffective.</p> <p>(ii) Analysis of simplification and streamlining of business processes and procedures started.</p>	<p>(i) New staff performance management system introduced. Staff assessed though the new system in line with the RBM principles</p> <p>(ii) Business process areas which could result in reduced numbers of staff executing them identified and streamlined.</p>	<ul style="list-style-type: none"> <li>- New performance management system designed and implemented Office-wide (2009)</li> <li>- Guidelines developed and issued (2009)</li> <li>- Training and support available to managers and staff (2009)</li> <li>- New/streamlined business processes designed and reflected in IRIS (2009)</li> <li>- Guidance on new procedures developed and changes communicated (2009)</li> <li>- Training and support to managers and staff available (2009)</li> <li>- IPSAS Implementation (2009)</li> </ul>
2	Increased transparency in governance and programme management	<p>2.1 Planning and delivery of Regular Budget (RB), Regular Budget Supplementary Allocations (RBSA) and Technical Cooperation (TC) funds is transparent to the donors, management and staff</p> <p>2.2 Independent Audit Oversight Committee has agreed work plan and targets for its work</p>	<p>(i) RBM work plans available outside of IRIS for all the units of the Management and Administration Sector.</p> <p>(ii) No reporting dashboards available to facilitate basis for quantitative and qualitative implementation reporting</p>	<p>(i) All technical sectors and regions have a high-level work plan in IRIS in 2009</p> <p>(ii) Technical cooperation (donor) reporting dashboards implemented and used by end of 2009; other dashboards in progress</p>	<ul style="list-style-type: none"> <li>- ILO-wide RBM work planning solution and guidelines developed, issued (2008)</li> <li>- Solution/system developed (2009)</li> <li>- Training and support available (2009)</li> <li>- Dashboards implemented to facilitate transparency, monitoring, reporting and timely decision making (2009)</li> <li>- IRIS rollout to the field executed to the pilot and at least one region (2009)</li> </ul>
3	Enhanced reach, quality assurance and coherent delivery of Decent Work Country Programmes (DWCPs) and TC projects	<p>3.1 Standard DWCP operational guidance, support and implementation tools produced and programme staff training is underway</p> <p>3.2 Processes in place for improved technical cooperation management and oversight</p>	<p>DWCP Quality Assurance Mechanism is currently ineffective. Lessons learnt to date are being collected.</p> <p>TC project quality assurance checklist exists but is not systematically applied</p>	<p>50 per cent of DWCPs and TC projects go through their respective revised Quality Assurance Mechanism. Improvements and changes in their design are tracked.</p>	<ul style="list-style-type: none"> <li>- RBM and DWCP training strategy, curriculum and training materials in place (2008)</li> <li>- First round of training execution for ILO staff and constituents completed (2009)</li> <li>- A revised process for independent (Arms-Length) DWCP Quality Assurance Mechanism (QAM) established (2008)</li> <li>- TC project cycle management training delivered to all relevant staff in HQ and Field (2009)</li> <li>- Revised TC management office procedures in place (2009)</li> <li>- Requirements for the TC management dashboards developed (2009)</li> </ul>

4	Stronger DWCP contribution to UNDAF, PRSS and Joint Assistance Frameworks (JAFs), including "Delivering as One"	<p>4.1 Number of Delivering as One pilots as well as new or renewed UNDAFs in UNDAF Roll-out and innovative 'self-starter' countries that incorporate ILO's priorities</p> <p>4.2 ILO adopts HACT and jointly implements the new HLCM proposal for harmonization of business practices</p> <p>4.3 The new RC system is supported in benefit of the entire UN system</p>	<p>Number of Delivering as One pilots as well as new or renewed UNDAFs in UNDAF Roll-out and innovative 'self-starter' countries that incorporate ILO's priorities</p> <p>ILO adopts HACT and jointly implements the new HLCM proposal for harmonization of business practices</p> <p>ILO is reviewing UNDPs revised proposal for a "functional firewall". ILO will continue to orient future RCs on the decent work agenda, as well as ILO field office directors and staff about the RC firewall, the role of the UNDP country director and UNDP business practices</p>	<p>At least 6 pilot countries incorporate ILO priorities. ILO priorities incorporated in 50 per cent of new/renewed UNDAFs</p> <p>HACT is adopted by the ILO. HLCM is being implemented</p> <p>Firewall proposal adopted with ILO field office Directors fully aware of the need to support a RC system that benefits the entire UN system</p>	<ul style="list-style-type: none"> <li>- Review of existing UNDAFs and "Delivering as One" Pilots performed (2008)</li> <li>- Training executed on integration of Decent Work Agenda (DWA) into UNDAFs for all relevant staff in HQ and Field (2009)</li> <li>- Continuous support provided to ILO field staff engaged in "Delivering as One" pilot countries (2008-09)</li> <li>- Frameworks, business models and ILO lessons learnt shared with all ILO staff responsible for managing ILO's contribution to new or renewed UNDAFs (2008)</li> <li>- HACT reviewed, tested and adopted (2008-09)</li> <li>- ILO actively involved in implementing HLCM proposal for harmonizing business practices (2009)</li> <li>- New RCs oriented on the Decent Work Agenda (2008)</li> <li>- LO field office directors and staff trained on the RC firewall, the role of the UNDP country director and UNDP business practices (2008-09)</li> <li>- Decent Work toolkit knowledge sharing platform operational (2008-09)</li> <li>- Toolkit training delivered for relevant staff (2009)</li> <li>- Capacity strengthening and ongoing support provided to enable the active participation of ILO's tripartite constituents in United Nations reform processes at the country level (2008-09)</li> </ul>
5	Gender dimension is integrated in ILO's core RBM systems through strengthened implementation of the Action Plan for Gender Equality	Extent to which targets for result areas are achieved within the Action Plan's first and second sections: (i) enabling institutional mechanisms, including provisions for promoting greater gender balance in management and leadership positions; and (ii) targets are met for gender-related indicators in the ILO Programme and Budget for 2008-09	Internal assessment of implementation of ILO Gender Equality Action Plan 2003-05 and reporting on gender-sensitive indicators in implementation report for ILO's Programme and Budget for 2006-07	50 per cent of targets are achieved within the Action Plan's first section on enabling institutional mechanisms and 50 per cent of targets are achieved within the Action Plan's second section on the Strategic Objectives of the ILO Programme and Budget 2008-09	<p>Guidance, support and capacity building provided to key headquarters-based units and staff identified as accountable and having a key implementation role vis-à-vis the Action Plan and named as having 'primary responsibility' for achieving the three results in the areas of:</p> <ul style="list-style-type: none"> <li>-staffing</li> <li>-substance</li> <li>-institutional arrangements</li> </ul>
6	Evaluation function strengthens management effectiveness and accountability for results of ILO's work	Extent to which the targets for the following initiatives have been met: (i) Completed Office-wide evaluation work plans and schedules as reported in ILO Annual Evaluation Report, (ii) Documentation on follow up actions by Office on all major evaluations, and (iii) Regions and Sectors systematically apply evaluation good practices, based on appraisals evaluability reports.	<p>(i) No consolidated project-level work plan and schedule for evaluations exist.</p> <p>(ii) Evaluation follow up reported to PFAC favourably reviewed.</p> <p>(iii) Results of annual evaluation appraisal report in 2007</p>	<p>(i) All evaluation plans for 2008 and 2009 recorded in i-track</p> <p>(ii) Evaluation follow up reported to PFAC favourably reviewed.</p> <p>(iii) Results of annual evaluation appraisal and evaluability reports in 2008.</p> <p>(iv) 50 per cent of DWCP have monitoring plans and associated reports by end 2009</p>	<ul style="list-style-type: none"> <li>- Comprehensive internal and independent evaluation plans and reports completed that guide country programmes and technical strategies (2008)</li> <li>-The Office plans follow-up and reports implementation progress against agreed evaluation recommendations within 6 months; monitoring reports recorded in i-track. (continuous)</li> <li>-Evaluation circulars and directives issued that confirm organizational authority, role and accountability of evaluation within the Office. (2008)</li> <li>- Evaluation capacity within the ILO (and of constituents) strengthened (2009)</li> <li>- ILO evaluation practices harmonized within the UN system by ILO contributing substantively to UNEG activities (2009)</li> <li>- Evaluability assessments conducted that profile strengths and shortcomings of results frameworks and monitoring plans. (2008-09)</li> </ul>

**PART II: Implementation of results-based and quality-controlled DWCPs in Africa through the ILO's core-voluntary account (the Regular Budget Supplementary Account or RBSA)**

#	ILO Outcome	Measure of Progress (Indicators)	Baseline	Target	Main Outputs and Activities
7	Expanded delivery of services and assistance to ILO constituents and beneficiaries in Africa through DWCPs	7.1 Number of cases in which ILO tools or methodologies has helped increase the share of public or private investment programmes that goes to <b>employment-intensive investments</b>	With available ILO regular budget and extra-budgetary resources, the ILO will increase national and development partner capacity to develop and implement policies and programmes on employment-intensive investment focusing on infrastructure in <b>8 countries (Mali, Zambia, Mozambique, South Africa, Madagascar, Democratic Republic of Congo, Cameroon and Sudan)</b>	With supplementary RBSA resources, support to 4 countries will be strengthened: <b>Ghana, Cameroon, Uganda and Mozambique</b>	Development of operational policy, tools development and advisory services in the field of EIIP; Knowledge management and sharing through ASISTDOC and regional events; Capacity building and training in collaboration with a University network and technical colleges.
		7.2 Number of constituents and other organizations that apply ILO technical assistance, training or tools to develop policies and regulations focusing on <b>women's enterprises</b>	With available resources, the ILO will increase the capacity of constituents and other organizations to develop policies or regulations that generate more and better jobs for women in sustainable enterprises and cooperatives in <b>5 countries (Ethiopia, Zambia, Tanzania, Kenya and Uganda)</b>	With additional RBSA resources, support to 5 countries will be strengthened: <b>Mali, Senegal, Nigeria, Cameroon and Rwanda</b>	Increased capacity of constituents and other organizations to develop policies or regulations that create an enabling environment for women entrepreneurs; Increased capacity of workers and employers to advocate for WED; Increased technical capacities to serve the needs of women entrepreneurs; Increase in data and information for the promotion of WED; Gender mainstreaming of relevant ILO tools.
		7.3 Number of cases in which ILO technical assistance, data, training, tools or methodologies lead to the development of policies, <b>national action plans or programmes</b> that promote productive <b>employment</b> , rights at work, and/or adequate social protection <b>for young women and men</b>	With available ILO resources, National Action Plans will be developed/ finalised in 4 countries ( <b>Lesotho, Tanzania, Mali and Namibia</b> )	With supplementary RBSA resources, additional support will be provided in: <b>Egypt, Liberia (plus Manu River countries), DRC, Zambia, EAC countries</b>	Provision of focused youth employment support in selected countries (selected interventions); Support to interventions at the regional level (support to the EA-DWP, regional youth employment strategy, knowledge network, workers and employers involvement, tool development, training workshops)

		<p>7.4 Number of cases in which ILO technical assistance was applied to develop or refine <b>key labour market indicators</b>, or to develop and refine analysis of employment and labour market trends</p>	<p>With available ILO resources 5 countries will have access to better quality labour market data and analysis to support economic growth, employment generation and poverty reduction strategies (<b>Tanzania, Uganda, Kenya, Liberia and Seychelles</b>)</p>	<p>With supplementary RBSA funds, labour market information will further be improved and integrated into national strategies in <b>Liberia, Burkina Faso, Ghana, Zambia, Namibia, Lesotho, EAC countries</b></p>	<p>Capacities developed in labour statistics ; Completion of an integrated training programme on labour market information systems; Collection of wage related statistics as an input into the Global Wage report; Establishment of an LMI tool for advocacy and policy making; Knowledge sharing (African Decent Work Symposium); Piloting of the new MDG indicators on employment.</p>
		<p>7.5 Number of cases in which constituents, with ILO technical assistance and support, take at least two measures that are consistent with the principal characteristics of <b>time-bound approach for the elimination of the worst forms of child labour</b></p>	<p>With available ILO regular budget and extra-budgetary resources National Action Plans (NAP) consistent with the ILO time-bound approach for the elimination of the worst forms of child labour by 2015 will be developed in <b>12 countries (Ghana, Mali, Tanzania, Zambia, Lesotho, Senegal, Togo, Malawi, Kenya, Botswana, Namibia and Swaziland)</b></p>	<p>With supplementary RBSA resources, additional support will be provided in <b>Morocco, Cote d'Ivoire, Burkina Faso, Niger, Nigeria, Djibuti, Comoros, Burundi, Malawi</b></p>	<p>Completion of work of previous IPEC projects in Malawi and Morocco; Development of national action plans for the elimination of child labour in at least 6 African countries</p>

**PART III: Global policy and advocacy work, particularly in the areas of Forced Labour, Labour Migration, Social Security and Cooperatives in Africa**

#	ILO Outcome	Measure of Progress (Indicators)	Baseline	Target	Main Outputs
8	<b>Global alliance against forced labour strengthened</b>	8.1 Number of countries/cases where, with ILO assistance, new measures are taken by national authorities to combat forced labour	At least 28 national plans of action against forced labour or human trafficking in place as of early 2008	End 2008: Four countries take new measures  End 2009: Four further countries take new measures	<ul style="list-style-type: none"> <li>- Brazil: Second Action Plan adopted in September 2008 by CONATRAE (inter ministerial group on forced labour);</li> <li>- Peru: special labour inspection group dedicated specifically to combating forced labour created by the Ministry of Labour, in the framework of the National Plan against Forced Labour (2008);</li> <li>- India: launch of a new collaborative programme in Tamil Nadu with the support of the federal Ministry of Labour and Employment focused on reduction of vulnerability to bonded labour in rice mills and brick kilns (2008);</li> <li>- China: tripartite seminar in Yunnan province in January 2008 to promote ratification of ILO forced labour Conventions. Parallel event for labour inspectors. Workshop for business audience held in Fujian province. Translation of capacity building materials in Chinese.</li> <li>-Finalised key training tools e.g. handbook for employers and business, handbook for labour inspectors, toolkit for trade unions in Zambia (2008).</li> <li>- Lima, Peru: regional workshop for adaptation of handbook for labour inspectors to Latin American context (2008);</li> <li>- workshop for US business leaders in Atlanta, February 2008 and regional employers workshop for Asia, Bangkok, June 2008;</li> <li>- Trade union regional workshops in Nairobi, July 2008 and Athens, December 2008;</li> <li>- Launch of new global report "The Cost of Coercion" May 2009, highlighting emerging forced labour issues and trends</li> <li>- launch of joint UN anti-trafficking programme in Zambia (EC-funded), expected Sept.2009</li> <li>- New EC-funded anti-trafficking projects initiated in the Caucasus and Nigeria (2009)</li> </ul>
		8.2 Number and quality of actions undertaken by employers and workers organisations	IoE commitment to working towards a business alliance against forced labour, but with no formal policy announcement (as of early 2008). Global trade union alliance against forced labour and trafficking formally announced by ITUC in December 2007	End 2008: Two major capacity-building activities undertaken with employers and workers, using ILO guidance material  End 2009: Business alliance against forced labour created. Trade union action plan against forced labour and trafficking implemented in four countries	
9	<b>More people have access to better managed social security benefits (particularly in Africa )</b>	9.1 No. of governments, social partners and other stakeholders who have acquired greater knowledge and technical capacity in matters of social security.	No existing comparable SPER or BR exist	End 2009: Social Security Expenditure and Performance Reviews (SPERS) and Social Budget Reports (SBR) endorsed in Tanzania and Zambia	<ul style="list-style-type: none"> <li>Completion of comprehensive analysis of national needs (Tanzania, Zambia in particular);</li> <li>Modelling of costs and potential impacts (poverty-reduction, economic and social development) of social security measures in African and Asian countries;</li> <li>Technical expertise on design and implementation of social protection systems provided to governments in DWCP pilot countries;</li> <li>Capacity of social partners on social protection strengthened</li> </ul>

#	ILO Outcome	Measure of Progress (Indicators)	Baseline	Target	Main Outputs
		<p>9.2 Extent to which the extension of social security is incorporated as a key element into national policies and strategies (including Poverty Reduction Strategies, UNDAFs and Decent Work Country Programmes, as well as into regional and continental programmes and strategies)</p> <p>A variety of options are costed and presented in Tanzania and Zambia.</p>	No existing baseline	End 2009: policy option analysis presented	<p>through completed training.  Completion of diagnosis of institutional structures, processes and entry points;  Tools for the national dialogue process and social security action plans developed,(including for increased capacity in ILO HQs and regional offices to guide national processes);  Tripartite committees on the extension of social security established;  National Dialogue Forums held;  Suggested reform packages discussed;  National Social Security Action Plans developed and endorsed by key stakeholders;  Further courses of action proposed by Steering Committees.</p> <p>(All above outputs are mainly relevant to Tanzania and Zambia).</p>
10	<b>Labour migration is managed to foster protection and decent employment of migrant workers</b>	<p>10.1 Number of countries in which ILO technical assistance, advocacy, data, training, tools or methodologies based on the ILO Multilateral Framework on Labour Migration lead to the inclusion of migration issues in DWCP priorities, and/or the development or improvement of policy frameworks, programmes and other mechanisms for governance of labour migration.</p>	Number of member States that apply ILO technical assistance to develop labour migration policies that reflect the principles, guidelines or best practices of the Multilateral Framework: P&B Target 5 member States	<p>End 2008: 1 country (additional to the 2008-09 P&amp;B target)</p> <p>End 2009: 2 countries (additional to the 2008-09 P&amp;B target)</p>	<p>Changes in national policy frameworks and programmes are introduced, supporting good governance and regulation of labour migration for decent employment of migrant workers (Sri Lanka, Pakistan, Brazil, Armenia, Tajikistan, Zimbabwe and other countries)</p>
		<p>10.2 Number of countries in which ILO technical assistance, advocacy, instruments, and tools and social dialogue have been instrumental in the development and/or improvement of programmes and mechanisms for more effective protection of migrant workers, especially women and vulnerable migrant workers.</p>	<p>Number of member States that apply ILO technical assistance to develop labour migration policies focused on the needs of women and other vulnerable migrant workers: P&amp;B Target - 7 member States</p> <p>Number of member States receiving migrant workers that apply ILO technical assistance to develop policies or programmes focused on increasing protection, reducing discrimination and improving</p>	<p>End 2008: 1 country (additional to the 2008-09 P&amp;B target)</p> <p>End 2009: 2 countries (additional to the 2008-09 P&amp;B target)</p>	

#	ILO Outcome	Measure of Progress (Indicators)	Baseline	Target	Main Outputs
			the integration of migrant workers: P&B Target – 5 member States		
11	<b>Cooperative movement in Africa is enabled to advance the decent work agenda and achievement of MDGs</b>	<p>11.1 Number of Member States supported towards the modernization of cooperative policies and laws at the national level, where necessary.</p> <p>Number of primary cooperatives supported to improve their business plans, supply and marketing strategies, organizational set-up, HRD policies, vertical and horizontal linkages, by-laws and management and accounting systems and tools.</p> <p>Increase of financial and social returns for members of primary cooperatives.</p> <p>Number of cooperative members benefiting from capacity building actions.</p> <p>Number of jobs created by the programme</p> <p>Number of (self)-employment opportunities consolidated and made more productive</p> <p>Increase of income for members of primary cooperatives.</p> <p>Proportion of women and youth in cooperatives.</p>	<p>End 2008: 3 countries have made significant progress towards adoption of a conducive environment for cooperatives, in terms of institutional settings, policies and/or laws</p> <p>End 2008: At least 200 local cooperatives supported by the programme intervention</p> <p>End 2008: N/A</p> <p>End 2008: At least 30,000 cooperative members benefited indirectly through support to primary cooperative societies</p> <p>End 2008: N/A</p>	<p>End 2009: New organizational arrangements, policies and laws drafted in at least 3 countries</p> <p>End 2010: New organizational arrangements, policies and laws drafted in at least 4 countries</p> <p>End 2009: At least 400 local cooperatives supported by the programme intervention.</p> <p>End 2010: At least 600 local cooperatives supported by the programme intervention.</p> <p>End 2009: Average of 20% increase of financial turnover (audit) and significant increase in social returns (social audit) of local cooperatives benefiting from the programme intervention.</p> <p>End 2010: Average of 20% increase of financial turnover (audit) and significant increase in social returns (social audit) of local cooperatives benefiting from the programme intervention.</p> <p>End 2009: At least 80,000 cooperative members benefited indirectly through support to primary cooperative societies</p> <p>End 2010: At least 100,000 cooperative members benefited indirectly through support to primary cooperative societies</p> <p>End 2009: At least 700 jobs created by the programme</p> <p>End 2010: At least 1,000 jobs created by the programme</p>	Cooperative enterprises created jobs, increased income for members, gave voice and representation and provided social protection.

#	ILO Outcome	Measure of Progress (Indicators)	Baseline	Target	Main Outputs
			End 2008: At least 30,000 (self-) employment opportunities consolidated and made more productive	End 2009: At least 80,000 (self-) employment opportunities consolidated and made more productive  End 2010: At least 100,000 (self-) employment opportunities consolidated and made more productive	
			End 2008: N/A	End 2009: Income level of members of primary cooperatives increased by at least 20%  End 2010: Income level of members of primary cooperatives increased by at least 20%	
			End 2008: N/A	End 2009: At least 30% of cooperative members are women and youth  End 2010: At least 30% of cooperative members are women and youth	
			End 2008: In 2 countries, greater awareness amongst cooperatives members and support structures about child labour	End 2009: In 2 countries, greater awareness amongst cooperatives members and support structures about child labour  End 2010: In 2 countries, greater awareness amongst cooperatives members and support structures about child labour	
			End 2008: In 2 countries, 10 cooperatives provide channels to raise awareness about HIV-AIDS	End 2009: In 2 countries, 30 cooperatives provide channels to raise awareness about HIV-AIDS  End 2010: In 2 countries, 30 cooperatives provide channels to raise awareness about HIV-AIDS	
		11.2 Number of Member States and cooperative support institutions (incl. Co-op colleges) and apex organisations supported to	End 2008: In 2 countries, awareness of the benefits and advantages of the cooperative approach has increased and therefore new donors are supporting the programme. The	End 2009: Positive reference to cooperatives appeared as a poverty reduction strategy in at least 1 key strategy paper of at least 1 sub-regional organization, and in the DWCP and/or national poverty	Support institutions (regional and sectoral unions, colleges, development centres, relevant private companies and NGOs, government departments) provided better services and the cooperative sector gained visibility in the policy agenda

#	ILO Outcome	Measure of Progress (Indicators)	Baseline	Target	Main Outputs
		strengthen local cooperative approach in national and international agendas	<p>cooperative approach incorporated into DWCP in at least 2 countries</p> <p>End 2008: At least 4 national and sector-based apex organizations and cooperative colleges participated in programme activities to strengthen the organisational, networking, developmental, and/or adaptive capacity.</p> <p>End 2008: Draft cooperative development policies available in at least 1 country</p> <p>End 2008: In 2 countries, the national cooperative movements' visibility is increased in policy dialogue, media and through partnership between UN agencies</p>	<p>reduction strategy in at least 2 countries</p> <p>End 2010: Positive reference to cooperatives appeared as a poverty reduction strategy in at least 1 key strategy paper of at least 1 regional and 1 sub-regional organization, and in the DWCP and/or national poverty reduction strategy in at least 2 countries</p> <p>End 2009: At least 8 national and sector-based apex organizations and cooperative colleges participated in programme activities and have been strengthened in organisational, networking, developmental, and/or adaptive capacity.</p> <p>End 2010: At least 8 national and sector-based apex organizations and cooperative colleges participated in programme activities and have been strengthened in organisational, networking, developmental, and/or adaptive capacity.</p> <p>End 2009: Draft cooperative development policies available in at least 3 countries</p> <p>End 2010: Draft cooperative development policy available in at least 1 country.</p> <p>End 2009: In 3 countries, the national cooperative movements' visibility is increased in policy dialogue, media and through partnership between UN agencies</p> <p>End 2010: In 4 countries, the national cooperative movements' visibility is increased in policy dialogue, media and through partnership between UN agencies</p>	

## **ANNEX 2**

**LIST OF SELF EVALUATIONS AND EXTERNAL/INDEPENDENT  
EVALUATIONS OF THE PROJECTS FUNDED UNDER THE PFA  
TAKEN INTO CONSIDERATION IN THIS SELF ASSESSMENT**

EVALUATION PROCESS FOLLOWED FOR THE SELF ASSESSMENT	PROJECT TITLE	ILO PROJECT CODE(S)*
Self Evaluation (independent evaluation ongoing)	Decent Work Country Programmes and Results Based Management: Strengthening ILO Capacity	GLO/06/55/UKM, GLO/06/56/UKM, GLO/08/54/UKM, GLO/06/60/NET
Self Evaluation (independent evaluation ongoing)	Gender Mainstreaming in DFID/ILO Partnership Framework Agreement	GLO/08/53/UKM
Self Evaluation (independent evaluation planned in 2010)	Building a global alliance against forced labour and human trafficking	GLO/06/58/UKM
Self Evaluation (independent evaluation ongoing)	ILO Global Campaign for Social Security and Coverage for All As a means to reducing poverty in Africa and Asia	GLO/06/57/54/UKM, ZAM/06/50/UKM URT/06/50/UKM
Self Evaluation	Effective Action for Labour Migration Policies and Practice	Glo/06/57/UKM
Mid-Term Independent Evaluation	The Cooperative Facility for Africa (Coop <sup>Africa</sup> )	RAF/06/53/UKM

\*The overall DFID UK/ILO PFA ILO code (umbrella project) is INT/06/24/UKM

## **ANNEX 3**

### **LIST OF INTERVIEWS CONDUCTED**

## Interviewees of the Self Assessment - DFID-ILO PFA

Name	DEPT.	Email	Telephone No.
Ms. Alette van Leur	PARDEV	vanleur@ilo.org	+4122799 7938
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Ms. Anita Amorim	EXREL/PARDEV	amorim@ilo.org	+4122799 6346
Ms. Bojana Susic	PROGRAM	susic@ilo.org	+4122799 6315
Ms. Carla Henry	EVAL	henryc@ilo.org	+4122799 7055
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Mr. Ritash Sarna	PROGRAM	sarna@ilo.org	+4122799 6248
Mr. Mukul Bhola	PARDEV	bhola@ilo.org	+4122799 6455
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Mr. Gianni Rosas	ED/EMP	rosas@ilo.org	+4122799 7019
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Ms. Patricia O'Donovan	EDMAS	odonovan@ilo.org	+4122799 7016
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Mr. Peter Rademaker	PROGRAM	rademaker@ilo.org	+4122799 6934
Ms. Pauline Barrett-Reid	SEC/SOC	barrett@ilo.org	+4122799 6294
Mr. Joe Thurman	PROGRAM	thurman@ilo.org	+4122799 6914
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Mr. Ibrahim Awad	MIGRANT	awad@ilo.org	+4122799 7148
Ms. Piyasiri Wickramasekara	MIGRANT	wickramasekara@ilo.org	+4122799 6497
Ms. Kenza Dimechkie	MIGRANT	dimechkie@ilo.org	+4122799 7705
Ms. Caroline O'Reilly	DECLARATION	oreilly@ilo.org	+4122799 7109
Mr. Roger Plant	DECLARATION	plant@ilo.org	+4122799 7929
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Ms Katrina Liswani	RO AFRICA	liswani@ilo.org	+2511 1544 4481
Mr. George Ruigu	RO AFRICA	ruigu@ilo.org	+2511 1544 4481
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Mr. Philippe Vanhuynegem	RO AFRICA	vanhuynegem@ilo.org	+2511 1544 4481
Ms. Cynthia Yinusa	RO AFRICA	yinusa@ilo.org	+2511 1544 4481
Mr. Edward Tamagno	RO AFRICA	tamagno@ilo.org	+2511 1544 4481
Ms. Judith van Doorn	RO AFRICA	doorn@ilo.org	+2511 1544 4481
Mr. Robert Taylor-Smith	RO AFRICA	taylor-smith@ilo.org	+2511 1544 4481
Ms. Judica Makhetha	RO AFRICA	makhetha@ilo.org	+2511 1544 4481
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## **ANNEX 4**

**RBSA:  
OVERVIEW OF COUNTRIES COVERED  
AND QUESTIONNAIRE USED FOR THE SELF ASSESSMENT**

## OVERVIEW OF COUNTRIES COVERED UNDER EACH OUTCOME

	7.1 Public or private investment programmes that goes to <b>employment-intensive investments</b>	7.2 Application of ILO technical assistance, training or tools to develop policies and regulations focusing on <b>women's enterprises</b>	7.3 Development of policies, <b>national action plans or programmes</b> that promote productive <b>employment</b> , rights at work, and/or adequate social protection <b>for young women and men</b>	7.4 Application of ILO technical assistance to develop or refine <b>key labour market indicators</b> , or to develop and refine analysis of employment and labour market trends	7.5 Measures consistent with the principal characteristics of <b>time-bound approach for the elimination of the worst forms of child labour</b>
<b>Burkina Faso</b>				<b>X</b>	<b>X</b>
<b>Burundi</b>					<b>X</b>
<b>Cameroon</b>	<b>X</b>	<b>X</b>			
<b>Comoros</b>					<b>X</b>
<b>Cote d'Ivoire</b>					<b>X</b>
<b>Djibuti</b>					<b>X</b>
<b>DRC</b>			<b>X</b>		
<b>EAC countries</b>			<b>X</b>	<b>X</b>	
<b>Egypt</b>			<b>X</b>		
<b>Ghana</b>	<b>X</b>			<b>X</b>	
<b>Lesotho</b>				<b>X</b>	
<b>Liberia</b>			<b>X</b>	<b>X</b>	
<b>Malawi</b>					<b>X</b>
<b>Mali</b>		<b>X</b>			
<b>Manu River countries</b>			<b>X</b>		
<b>Morocco</b>					<b>X</b>
<b>Mozambique</b>	<b>X</b>				
<b>Namibia</b>				<b>X</b>	
<b>Niger</b>					<b>X</b>
<b>Nigeria</b>		<b>X</b>			<b>X</b>
<b>Rwanda</b>		<b>X</b>			
<b>Senegal</b>		<b>X</b>			
<b>Uganda</b>	<b>X</b>				
<b>Zambia</b>			<b>X</b>	<b>X</b>	

## QUESTIONNAIRE

**OUTCOME 7.1:** ILO tools or methodologies help increase the share of public or private investment programmes that goes to **employment-intensive investments**

**Main Scope:** Development of operational policy, tools development and advisory services in the field of EIIP; Knowledge management and sharing through ASISTDOC and regional events; Capacity building and training in collaboration with a University network and technical colleges.

	<b>Ghana</b>	<b>Cameroon (also in 7.2)</b>	<b>Uganda</b>	<b>Mozambique</b>
What are the specific outputs per country?				
What is the relationship of the project to the MDGs & Decent Work in the country?				
To what extent is this project aligned with the country policy?				
To what extent is this project integrated in ILO's country programming?				
To what extent is ILO's country programming absorbed into the single country framework? How far does the UNDAF (if existing) include Decent Work?				
What do the: UNCT & other development partners and HOST GOVERNMENT think of the ILO performance in the country?				
How well are the ILO HQ & Sub-Regional Team offering support to the country programme? (indicate scope for improvement also)				
How far are the social partners involved? What is their level of satisfaction?				
How will these country based lessons learned be transferred to the ILO policy makers?				

**OUTCOME 7.2:** Constituents and other organizations apply ILO technical assistance, training or tools to develop policies and regulations focusing on **women's enterprises**

**Main Scope:** Increased capacity of constituents and other organizations to develop policies or regulations that create an enabling environment for women entrepreneurs; Increased capacity of workers and employers to advocate for WED; Increased technical capacities to serve the needs of women entrepreneurs; Increase in data and information for the promotion of WED; Gender mainstreaming of relevant ILO tools.

	<b>Cameroon (also in 7.1)</b>	<b>Mali</b>	<b>Senegal</b>	<b>Nigeria (also in 7.5)</b>	<b>Rwanda</b>
What are the specific outputs per country?					
What is the relationship of the project to the MDGs & Decent Work in the country?					
To what extent is this project aligned with the country policy?					
To what extent is this project integrated in ILO's country programming?					
To what extent is ILO's country programming absorbed into the single country framework? How far does the UNDAF (if existing) include Decent Work?					
What do the: UNCT & other development partners and HOST GOVERNMENT think of the ILO performance in the country?					
How well are the ILO HQ & Sub-Regional Team offering support to the country programme? (indicate scope for improvement also)					
How far are the social partners involved? What is their level of satisfaction?					
How will these country based lessons learned be transferred to the ILO policy makers?					

**OUTCOME 7.3:** Policies, **national action plans or programmes** that promote productive **employment**, rights at work, and/or adequate social protection **for young women and men developed.**

**Main Scope:** Provision of focused youth employment support in selected countries (selected interventions); Support to interventions at the regional level (support to the EA-DWP, regional youth employment strategy, knowledge network, workers and employers involvement, tool development, training workshops)

	<b>Egypt</b>	<b>Liberia (also in 7.4)</b>	<b>Manu River countries</b>	<b>DRC</b>	<b>Zambia</b>	<b>EAC Countries (also in 7.4)</b>
What are the specific outputs per country?						
What is the relationship of the project to the MDGs & Decent Work in the country?						
To what extent is this project aligned with the country policy?						
To what extent is this project integrated in ILO's country programming?						
To what extent is ILO's country programming absorbed into the single country framework? How far does the UNDAF (if existing) include Decent Work?						
What do the: UNCT & other development partners and HOST GOVERNMENT think of the ILO performance in the country?						
How well are the ILO HQ & Sub-Regional Team offering support to the country programme? (indicate scope for improvement also)						
How far are the social partners involved? What is their level of satisfaction?						
How will these country based lessons learned be transferred to the ILO policy makers?						

**OUTCOME 7.4:** ILO technical assistance applied to develop or refine **key labour market indicators**, or to develop and refine analysis of employment and labour market trends

**Main Scope:** Capacities developed in labour statistics ; Completion of an integrated training programme on labour market information systems; Collection of wage related statistics as an input into the Global Wage report; Establishment of an LMI tool for advocacy and policy making; Knowledge sharing (African Decent Work Symposium); Piloting of the new MDG indicators on employment.

	<b>Liberia (also in 7.3)</b>	<b>Zambia (also in 7.3)</b>	<b>EAC countries (also in 7.3)</b>	<b>Burkina Faso (also in 7.5)</b>	<b>Namibia</b>	<b>Lesotho</b>
What are the specific outputs per country?						
What is the relationship of the project to the MDGs & Decent Work in the country?						
To what extent is this project aligned with the country policy?						
To what extent is this project integrated in ILO's country programming?						
To what extent is ILO's country programming absorbed into the single country framework? How far does the UNDAF (if existing) include Decent Work?						
What do the: UNCT & other development partners and HOST GOVERNMENT think of the ILO performance in the country?						
How well are the ILO HQ & Sub-Regional Team offering support to the country programme? (indicate scope for improvement also)						
How far are the social partners involved? What is their level of satisfaction?						
How will these country based lessons learned be transferred to the ILO policy makers?						

