



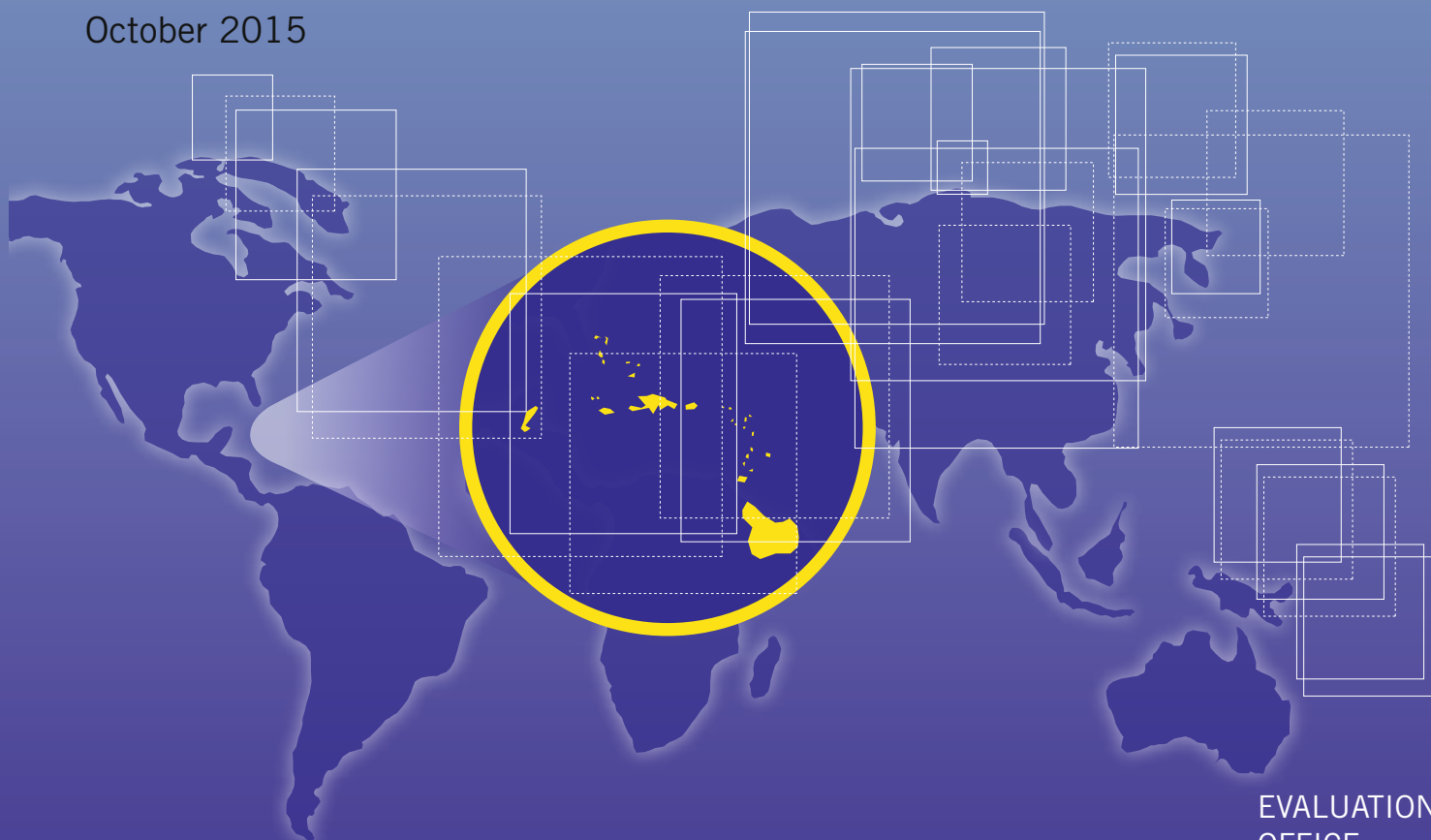
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Independent evaluation of the ILO's Decent Work Country Programme Strategies and Actions in the Caribbean

2010–2015



October 2015



EVALUATION
OFFICE

Independent Evaluation
of the ILO's Decent Work Country Programmes,
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ABBREVIATIONS

ACI	Areas of critical importance
ACTRAV	Bureau for Workers' Activities
ACT/EMP	Bureau for Employers' Activities
ACS	Association of Caribbean States
CARICOM	Caribbean Community
CCL	Caribbean Congress of Labour
CDB	Caribbean Development Bank
CEC	Caribbean Employers' Confederation
CINTERFOR	Inter-American Centre for Knowledge Development in Vocational Training
DWT/O	Decent Work Technical Support Team and Office
CPO	Country programme outcome
CPR	Country programme review
DWA	Decent Work Agenda
DWCP	Decent Work Country Programme
DWT	Decent Work Technical Support Team
ECLAC	Economic Commission for Latin America
EU	European Union
EVAL	Evaluation Office, ILO
FINANCE	Financial Management Department, ILO
FPRW	Fundamental Principles and Rights at Work
GDP	Gross Domestic Product
HQ	Headquarters
HLE	High-level evaluation
HIV/AIDS	Human immunodeficiency virus infection/acquired immunodeficiency syndrome
IADB	Inter-American Development Bank
ILO	International Labour Organization/Office

ILS	International labour standards
ITC/ILO	International Training Centre of the ILO
IRIS	Integrated Resource Information System
LMIS	Labour Market Information System
M&E	Monitoring and evaluation
MoL	Ministry of labour
MoU	Memorandum of Understanding
NMT	Non-metropolitan territory
OBW	Outcome-based work plan
OECS	Organization of Eastern Caribbean States
OSH	Occupational safety and health
PPP	Public-private partnership
PSI	Programme Support Income, ILO
P&B	Programme and Budget of the ILO
RB	Regular Budget
RBM	Results-Based Management
RBTC	Regular Budget Technical Cooperation
RBSA	Regular Budget Supplementary Account
RO-Lima	Regional Office for Latin America and the Caribbean (ILO)
SIDS	Small Island Developing States
SMM	Strategic management module
SPF	Strategic Policy Framework
TA	Technical assistance
TC	Technical cooperation
TOC	Theory of Change
TVET	Technical and Vocational Education and Training
UN	United Nations
UNCT	UN Country Team
UNDAF	UN Development Assistance Framework
USDOL	United States Department of Labor
UWI	University of the West Indies
XBTC	Extra-budgetary Technical Cooperation

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Any errors or omissions are the responsibility of the Evaluation Office.

EXECUTIVE SUMMARY

1. PURPOSE OF THE EVALUATION

The objective of the high-level evaluation (HLE) of the *ILO's Decent Work Country Programmes (DWCPs), strategies and actions in the Caribbean (2010–2015)*, as expressed in the Terms of Reference (ToR) for the assignment, was to assess whether the ILO's DWCPs, strategies and actions are effectively serving as instruments through which to achieve the Decent Work Agenda (DWA), in order to extract lessons that would lead to: (i) improved country programme planning and implementation; (ii) improved organizational effectiveness; (iii) better accounting for results; (iv) strengthened synergies among the ILO's technical advice and technical cooperation (TC) activities; (v) application of lessons learned in future programmes and projects; and (vi) identification of approaches to better support the achievement of the areas of critical importance (ACIs) identified as priorities by the national tripartite constituents of these countries and other development partners.

2. ILO'S SUPPORT TO THE CARIBBEAN

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

In Jamaica, and Trinidad and Tobago, where ILO has does not have formalized DWCPs, decent work strategies and activities have been carried out with a significant level of ILO technical assistance (TA) from the ILO DWT/O—Port-of-Spain. A number of strategies and activities have also been pursued at the subregional level, with activities being defined as those where different countries join together, or 'cluster' activities where the same activity is implemented in different countries.

ILO's current practice of working at both the Caribbean subregional and national levels, and the potential for greater synergies between the two levels, was assessed with a view to providing recommendations for strengthening this approach going forward.

3. SUMMARY OF FINDINGS

3.1 Relevance

As is noted in detail in the full report, the development and implementation of a DWCP generates a number of items of documentation that are integral to and evidence of the process (concept papers, programme documents, workplans, implementation plans, progress and monitoring reports, etc). Apart from

the signed programme documents, and one country programme review report, none of the anticipated documentation was available for review.

The priorities and outcomes of the DWCPs, as stated in the signed programme documents, are relevant to the labour market situation and issues of their respective countries, although situation analyses or country profiles to show the broader socio-economic and development context of the world of work were not developed systematically. This creates significant challenges in establishing baselines to measure decent work effectively.

The Strategic Policy Framework (SPF) and the Programme and Budget (P&B) for the respective biennia are not referenced either systematically or explicitly in most DWCPs. However, most provide details of the respective countries' ratification of and reporting on ILO Conventions, and a number, notably for the OECS, provide data on their status under other SPF outcomes (e.g. child labour Outcome 16, HIV/AIDS Outcome 8, etc.).

The DWCPs make reference to national development strategies as appropriate, and note their alignment and/or integration with those strategies. For the OECS countries, additional relevant frameworks noted are the Memorandum of Understanding (MoU) signed by ILO with the OECS in 2008, and ILO's Cooperation Agreement with the Caribbean Community (CARICOM), which was amended and entered into force on 25 April 2000. All DWCPs make reference to ILO's previous work with tripartite constituents as a point of departure for the future programme.

A number of DWCPs, notably those of Barbados, Guyana and Suriname provide details on to how the DWCP is integrated into the UN Development Assistance Framework (UNDAF). The DWCPs developed for the OECS also refer to the relevant UNDAF, which covers Barbados and the OECS.

Though full background and programme documentation was not available for subregional and global strategies and actions, these appear to be relevant to the subregion, particularly in addressing youth employment, child labour, occupational safety and health (OSH), and HIV/AIDS. The relevance of several of these themes has been demonstrated by their subsequent integration into DWCPs.

3.2 Coherence

In general, the DWCP documents appear to be missed opportunities to present in a more coherent form: (i) the position of the DWCP in the DWA overall and its intended function as a vehicle for TC; (ii) the synergies between the Fundamental Principles and Rights at Work (FPRW) and other strategic objectives; and (iii) the intended synergies between different elements of the overall process in the country concerned, from baseline and indicator establishment, through to proposed inputs, activities, and outputs and outcomes to be achieved.

In the absence of more complete documentation on implementation, it is difficult to assess to what extent DWCPs are being implemented as integrated operational frameworks for TC, which are built on synergies between the component parts. The results matrices are not fully developed following the Logical Framework Approach. Country-level workplans and implementation plans have not been developed on the basis of DWCPs.

The country programme outcomes (CPOs) are developed on the basis of specialist workplans rather than on the DWCP. Specialist workplans derive from pro-active and reactive relationships with their respective client constituents and, in this sense, are coherent with DWCP priorities also identified by constituents. In general the CPOs at country- and subregional-levels demonstrate a clear link with P&B outcomes and indicators.

The issue of coherence between different activities also needs to be addressed at the level of the development and implementation of the workplan of the DWT/O—Port-of-Spain. This is an evolving process and the first office-wide workplan was developed for the biennium 2014–2015.

There are a number of activities on a subregional level in which specialists are also collaborating. Subregional activities have involved work with particular institutions such as OECS and CARICOM and are coherent with activities at country level.

It would be helpful, however, to present more clearly in the DWCP documents the links between country and subregional activities, links with the programmes under the Small Island Developing States (SIDS) grouping, and with the UNDAF, where relevant. Any relevant South-South cooperation in which the country is involved should also be highlighted.

3.3 Effectiveness

Despite issues of coherence and synergy identified in the development and implementation of DWCPs, tripartite constituents who were interviewed and who participated in the online survey, rated the overall performance of ILO's programmes, strategies and actions as 'Satisfactory'.

The ILO is viewed as having been effective in addressing specific issues such as: tripartism and social dialogue (63.16 per cent); labour administration (42.11 per cent); child labour (57.89 per cent); occupational safety and health – OSH (50 per cent); and discrimination in the workplace on grounds of HIV/AIDS status (52.63 per cent). There are some reservations with respect to the effectiveness of CPOs in promoting implementation of the DWA and their link to the ratification of international labour standards (ILS), as well as with respect to ILO's work in public awareness raising with respect to its mandate and work on youth employment.

In some cases, ILO's work was rated as very effective in supporting constituents' efforts to promote, design and implement national policies, protocols and programmes addressing key issues such as HIV/AIDS, vocational training and child labour. ILO's work in knowledge sharing and discussion of subregional labour market issues through meetings and workshops is thought to be highly effective. The biennial Caribbean Labour Ministers' Meetings organized by the DWT/O—Port-of-Spain are considered very effective.

A good number of results have been reported across all thematic areas in the Strategic Management Module (SMM) of the Integrated Resource Information System (IRIS), and validated by the evaluation team through country visits and surveys. In addition, DWT/O—Port-of-Spain has produced a number of publications, widely shared within the ILO, and with national constituents and stakeholders, which provide more qualitative documentation of activities, outputs and outcomes than is available in the formal reporting system.

3.4 Efficiency

During the period 2010–2015, DWT/O—Port-of-Spain has experienced periods of poor communication between management and staff which have affected the office's internal cohesion, its ability to act as a unit with respect to the outside world, and its collaboration with other units of the ILO system, notably the Regional Office for Latin America and the Caribbean (RO-Lima).

A number of key specialist posts were vacant for extended periods of time. Other posts have been upgraded (Programme, Finance) and some suppressed (e.g. HIV/AIDS in 2013). The post of Labour Market Information Systems (LMIS) Specialist is currently vacant although national constituents, donors and other stakeholders have clearly indicated that LMIS is a priority theme for the subregion.

Specialists are highly qualified in their particular technical area, and are also willing to take on new challenges and themes arising from subregional and country concerns relating, for example, to the integration of persons with disabilities into the work force, and the emergence of 'green jobs' as a priority in some countries.

Specialists have been involved to different degrees in the development of DWCPs. The development of DWCPs for the Bahamas, Guyana and Suriname appears to have involved the broadest participation of Decent Work Technical Support Team (DWT) members.

Over the three biennia covered by the evaluation, specialists have gradually embraced IRIS, but it should be noted that the system has not been fully rolled out at the level of the field office. Specialists now appear to be comfortable with establishing individual workplans with realistic CPOs linked to P&B outcomes in close consultation with their clients, and delivering results during the biennium.

An important aspect of the office's work throughout the period has been the building of national constituents' and other partners' capacities in all areas of specialization. The graduates of these courses constitute an important source of future support. Unfortunately, no database of the graduates of these capacity-building exercises has been maintained to record achievements.

The first office-wide workplan was developed for this biennium but is still based on the workplans of individual DWT specialists who developed them from a mixture of pro-active and reactive relationships with clients rather than from DWCPs or from a subregional operational strategy. The workplan largely omits to mention the role of Management, Programme, Human Resources, Administration and Finance, and Information and Communication. Whilst some of the synergies between different specialists can be discerned from the current workplan and the TA/TC activities charts prepared by DWT/O—Port-of-Spain for this evaluation, synergies need to be systematic rather than ad hoc. Similarly, the synergies between subregional and country-level activities need to be more clearly spelled out in a coherent overall strategy, as recommended below.

The majority of funding comes from RB and Regular Budget Technical Cooperation (RBTC) sources with relatively small amounts from the Regular Budget Supplementary Account (RBSA) and Extra-budgetary Resources for Technical Cooperation (XBTC). Overall, cost sharing with countries has not been significant and typically includes contributions in kind of venue, catering, and so forth. There appears to have been relatively modest success with resource mobilization efforts, and the possibility to raise funds through public-private partnerships (PPPs) in the region should be explored. Resource mobilization should be approached strategically by combining the efforts of management, information/communication, programme and appropriate specialist staff.

3.5 Impact

As noted above, the DWCP as an integrated framework for TC subject to regular monitoring and reporting has not been fully established in all countries where the document has been signed. The DWCP documents do not contain complete results matrices with measurable indicators, baselines and milestones to enable the identification of outcomes or impact. In interviews conducted as part of this evaluation, constituents offered different assessments of progress on the implementation of the DWA. While some suggested that significant strides had been made, many felt that the situation had not improved appreciably.

It seems likely, therefore, that the DWCP as a vehicle for the achievement of the DWA has not yet had an impact in the subregion. However, the work of the DWT/O—Port-of-Spain, as noted in section 5.3 on Effectiveness, has had varying degrees of immediate impact at country and subregional levels across all specialist areas.

At country level, these include: the ratification of Conventions and increased reporting on the Conventions ratified; establishment of new legislation and policies; extensive building of institutions' capacity, systems and individuals; enhanced tripartism and social dialogue across the region, and mechanisms for dispute resolution; the introduction of new tools, e.g. OSH; and a number of gap analyses (HIV/AIDS, Caribbean Domestic Workers' Network) and surveys.

At the subregional level, ILO's support has had an impact on subregional institutions, such as CARICOM and OECS, but it needs to be strengthened and systematized as part of a larger sub-regional strategy.

ILO's support to the SIDS has had an impact beyond the region, and the decent work theme needs to be strengthened and elaborated for SIDS countries in the subregion and globally. It also needs expanding

beyond the current focus on green jobs and environmental issues. This broadening of the agenda was already envisaged in the Barbados Programme of Action for SIDS (1994) and Outcome Document of 2014.

The lack of measurable imitators in the UNDAFs makes it impossible to clearly identify the effectiveness or impact of ILO contributions. However, as the UNDAF M&E frameworks evolve, and indicators for contributions from other UN agencies are improving ILO's contributions would be easier to identify and measure. Meanwhile ILO needs a clearer vision of its function in the Caribbean drawing on its comparative advantages within the UN system in the subregion.

3.6 Sustainability

It seems likely that the changes brought about by the work of DWT/O—Port-of-Spain in strengthening legal and policy frameworks, and building the capacity of individuals and institutions at country and subregional levels, will be sustained. Better documentation of the office's efforts on capacity building is needed in order to fully gauge their effectiveness, impact and sustainability.

Several activities (e.g. ILS, OSH) have made successful efforts to involve a wider group of users and beneficiaries beyond ILO's traditional tripartite partners (i.e. the Tripartite+ approach), which enhances the possibility of sustainability and needs to be pursued in other specialist areas. OSH, and to a certain extent HIV/AIDS, have also established a network of resource persons in the region which should enhance sustainability.

However, the departure of expertise from the DWT and the office (e.g. LMIS, HIV/AIDS) may have a critical effect on the sustainability of outcomes realized to date. The suppression of the HIV/AIDS post in 2013 was contra-indicated by the Gap Analysis conducted by the office.

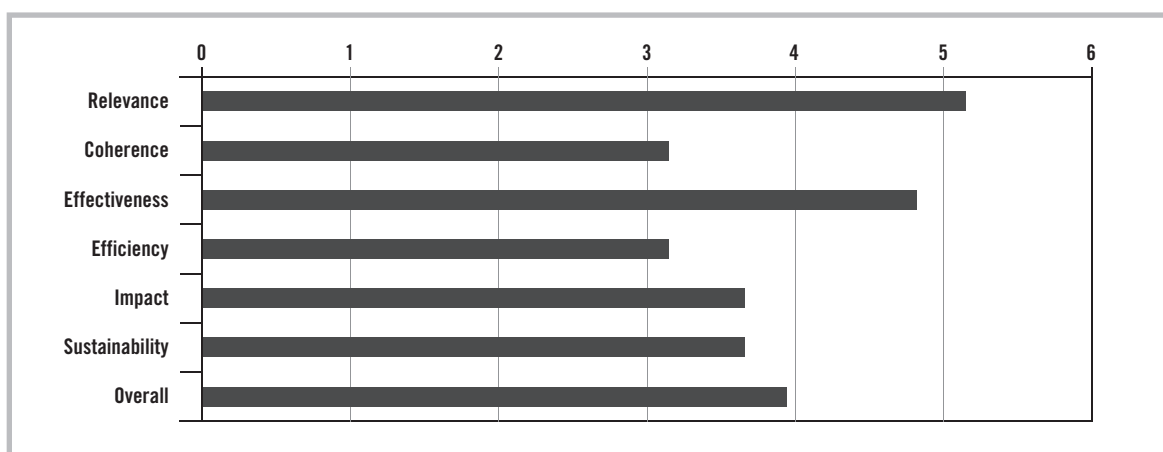
Some work has been done to underpin the work of the office by broadening activities to raise public awareness and share information. This effort needs to be sustained and strengthened.

More efforts need to be made to enhance substantive collaboration with the UN and other agencies, with all parties clearly recognizing their complementarity in a variety of areas, e.g. poverty alleviation, employment, HIV/AIDS, child labour, technical and vocational education and training (TVET), social protection, gender equality, to name but a few.

4. OVERALL PERFORMANCE

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

Figure 1. Overall performance score



Notes: Six-point scale: 1=very unsatisfactory; 2=unsatisfactory; 3=somewhat unsatisfactory; 4=somewhat satisfactory; 5=satisfactory; 6=very satisfactory.

5. CONCLUSIONS AND LESSONS LEARNED

5.1 ILO approach to TC

Effective TC requires strong orientation towards the users and beneficiaries at country and subregional levels. This is important everywhere but particularly so in the subregions, such as the Caribbean, where the countries' characteristics are atypical (they have low populations, high or medium human development, and are particularly vulnerable to economic and environmental shocks), which may make global and regional approaches a difficult fit.

5.2 DWCPs as vehicles for TC

A variety of inter-related factors account for the fact that DWCPs as vehicles for TC have not fully taken root in the subregion: (i) the DWCPs place insufficient emphasis on basing the programme on a substantive analysis of a country's socio-economic situation, and not only on previous collaboration with constituents; (ii) the DWCP Guidebook (2011) does not provide detailed treatment of the Theory of Change (TOC), which underlies the socio-economic development process, and should be reflected in a comprehensive logframe matrix; (iii) there exists a hiatus between the DWCP process and internal IRIS related activities; (iv) the DWCPs may not have sufficient buy-in from both constituents and DWT members; (v) the DWCP may be inappropriate to some country situations as is clearly stated in the DWCP Guidebook; (vi) external circumstances, such as the global financial crisis or environmental disasters, have drastically altered the country situation indicating a need to revise the original document; and (vii) the lack of political commitment or changes in key political figures may also have affected the establishment and implementation of DWCPs.

In-depth country programme reviews will provide more insights into the reasons as to why DWCPs have not become fully established.

5.3 Subregional strategies and activities

In addition to the DWCPs, the DWT/O—Port-of-Spain has developed and supported a range of subregional activities in response to subregional conditions and concerns, which includes activities involving tripartite constituents from many countries joining together, as for major conferences and workshops; and 'cluster' activities where the same actions are implemented in several different countries. Overall, whilst there are a large number of activities classified as subregional, there is a need for a more systematic and coherent vision, and the development of a subregional strategy. It should clearly delineate synergies between subregional and national dimensions in the Caribbean, as well as specify links to other collaborative frameworks in the region and globally.

5.4 Mainstreaming gender equality

There has been a number of gender mainstreaming activities and events during the three biennia covered by the evaluation, particularly involving specialists from the Bureau for Employers' Activities (ACT/EMP) and the Bureau for Workers' Activities (ACT/TRAV). More recently, the work with the Caribbean Domestic Workers' Network and with women entrepreneurs has addressed some significant issues of inequality. There have been some attempts under OSH activities to address gender inequalities, which have largely concerned the adaptation of protective clothing. Sex-disaggregated data are used in programme documents where available, and in reporting on attendance at workshops and other training events. These are all important elements that need to be situated in a broader gender equality mainstreaming approach. Several ILO staff expressed the view that they had insufficient technical knowledge to implement comprehensive gender mainstreaming.

5.5 Monitoring and reporting

Whilst the importance of establishing CPOs and linking them to the P&B outcomes is well recognized in terms of maintaining accountability, and guiding resource allocation for the future, this system cannot be equated with broader programming for DWCPs and TC for which it is a tool. The IRIS feeds information upwards through the system but does not provide feedback and guidance to the users and beneficiaries.

In response to this situation, the programming unit at the DWT/O—Port-of-Spain operates what would appear to be two partial and incomplete M&E systems which sometimes intersect. One system is Excel based and is, in principle, more substantive and should be based on the DWCP outcomes and its Results Matrix and could be used to engage constituents in the M&E process of the DWCPs, unfortunately, constituents are not involved in the M&E of the DWCPs currently active in the Caribbean. The other based on the IRIS SMM, which is internal to the ILO and does not involve constituents and stakeholders. However, there is no evidence of involving constituents.

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

5.6 Organization and management of DWT/O—Port-of-Spain

In reflecting on the organization and management of the DWT/O—Port-of-Spain the question must always be raised as to whether it is feasible for an office, which is modest in size, to be expected to develop and support the implementation of DWCPs, strategies and actions in 22 countries, 14 of which were covered by the evaluation. Minimal requirements for this arrangement to work would be: (i) strong and participatory leadership; (ii) internal cohesion demonstrated by a strong workplan reflecting the work of all units in the office; (iii) adequate staffing and the ability to recruit highly able short-term consultants; and (iv) strong expertise in programming, finance, human resources, information and communication as well as in specialist areas. Given the limitations of official development assistance (ODA) funding for the subregion, the Office must have a resource mobilization strategy, if necessary. Support from other units in the ILO, e.g. at regional office (RO) and headquarters (HQ) levels which are pivotal to fill capacity gaps due to resource limitations.

6. RECOMMENDATIONS

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

Responsible units	Priority	Time implication	Resource implication
PARDEV, PROGRAM	Medium	Medium-term	Low

Recommendation 2: Revise the DWCP guidelines to reflect stronger demand-driven TC emphasizing the need for a country Situation Analysis as the basis for the DWCP and including a coherent Theory of Change with a comprehensive logical framework. DWCPs need to become better instruments for programme accountability, communication and advocacy expressing the synergies between the different elements of the DWA, between CPOs and P&B outcomes, and between decent work concepts and concrete country practice. This would also strengthen bottom-up identification of TC and advisory services.

Responsible units	Priority	Time implication	Resource implication
PROGRAM	High	Short- to medium-term	Low

Recommendation 3: Establish clear links between the OBW process, DWCPs, and/or country strategies, thus allowing for greater country-driven programming. One immediate implication of this would be a more coherent programming framework where CPOs and P&B outcomes are better connected to the DWCPs and or country strategies.

Responsible Units	Priority	Time implication	Resource implication
PROGRAM	High	Short- to medium-term	Medium

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

Responsible Units	Priority	Time implication	Resource implication
DWT/O—Port-of-Spain, RO-Lima	High	Short- to medium-term	Medium

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

Responsible units	Priority	Time implication	Resource implication
DWT	High	Short- to medium-term	Low

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

Responsible units	Priority	Time implication	Resource implication
DWT/O--Port-of-Spain, RO-Lima, PROGRAM	High	Short- to medium-term	Medium

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

Responsible units	Priority	Time implication	Resource implication
DWT/O—Port-of-Spain, RO-Lima	High	Short- to medium-term	Medium

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

Responsible units	Priority	Time implication	Resource implication
DWT/O—Port-of-Spain, RO-Lima, GENDER	High	Short-term	Low

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

Responsible units	Priority	Time implication	Resource implication
RO-Lima, CINTERFOR	High	Short-term	Medium

Recommendation 10: The allocation of RB “slippage” and RBTC resources should be made more transparent and include incentives for optimizing resource planning and use.

Responsible units	Priority	Time implication	Resource implication
FINANCE, RO-Lima	High	Short-term	Low

1. INTRODUCTION

1.1 BACKGROUND TO THE HIGH-LEVEL EVALUATION

Each year, the ILO's Evaluation Office (EVAL) holds consultations with senior management, the Evaluation Advisory Committee (EAC), and constituents to select topics for future high-level evaluations (HLE). The selected topics are then presented to the Governing Body (GB) for approval. As part of this process, the constituents requested an independent HLE of the ILO's Decent Work Country Programmes (DWCPs), strategies and actions in the Caribbean subregion to be undertaken in 2015 for discussion at the 325th Session of the Governing Body in November 2015. Similar clustered evaluations were conducted in the Arab States and North Africa.

The evaluation was conducted between March and August 2015, and was managed by EVAL in close coordination with the ILO Decent Work Technical Support Team and Office for the Caribbean (DWT/O—Port-of-Spain) and the Regional Office for Latin America and the Caribbean (RO-Lima). (See Annex I, Terms of Reference).

The findings presented in this final report are based upon: (i) a desk review of a wide range of documents; (ii) discussions in the form of interviews, email contact and through Skype with current and former staff of ILO DWT/O—Port-of-Spain, staff of RO-Lima, constituents, donors and subregional institutions; (iii) an online survey; and (iv) an inception mission to the ILO DWT/O—Port-of-Spain, during which it was possible to meet ILO staff and their key constituents. This mission was followed by other country visits to Barbados, Guyana and Saint Lucia.

1.2 THE CARIBBEAN CONTEXT

1.2.1 Geography and demography

Some important demographic, social and economic features of the subregion that have major implications for the world of work are summarized here, and have been further elaborated in country case studies and country reviews.¹

The countries vary greatly in population size ranging from Jamaica with nearly 3 million through to Saint Kitts and Nevis at 46,000 to Montserrat at 5,900. The Caribbean is often described as having a “culture of migration” both internal to the subregion and beyond. Many people of working age, often highly

¹ Case studies of countries visited, namely Barbados, Guyana, Saint Lucia, and Trinidad and Tobago, and country reviews based on a desk study of documentation for Antigua and Barbuda, The Bahamas, Belize, Dominica, Grenada, Jamaica, Montserrat, Saint Kitts and Nevis, Saint Lucia, and Saint Vincent and the Grenadines are available from EVAL on request.

educated, emigrate from the Caribbean in search of employment opportunities in Canada, the United Kingdom, the United States and elsewhere sometimes returning home later in life. Thus, many Caribbean countries have a demographic profile characteristic of developed countries with relatively large youthful and ageing populations.

Migration, especially for economic reasons has a significant gender bias. Since the 1960s more women than men migrated to Canada, the United Kingdom and the United States. Professionals, particularly those skilled in health and education, have moved out of the region in large numbers. Women often migrate with the hope that their families will follow years later or that they will make enough money to provide stable lives for their families back home.

1.2.2 Economy and development

Caribbean countries and Small Island Developing States (SIDS)² are to be found in the high and medium human development categories in the United Nations (UN) Human Development Index (HDI). According to the UN Human Development Report (2014),³ Antigua and Barbuda, the Bahamas, Barbados, Saint Kitts and Nevis, Saint Lucia, and Trinidad and Tobago are in the high human development category, whilst Belize, Dominica, Grenada, Jamaica, Saint Vincent and the Grenadines, and Suriname occupy the medium development category. However, all the Caribbean member States also exhibit internal disparities in income and wealth.

In terms of the **economic base** of these countries, whilst sugar production has declined from the paramount importance it enjoyed under the plantation economies, it is still an export crop for some countries and the basis of the distillation of the region's rum. The distillation and large-scale export of rum, a well-known island product, is carried out on most islands where sugarcane is grown.

Many islands have diversified their agriculture for export (spices, eggplant and flowers) and established light industries – handicrafts, textiles and electronic components. Bauxite and alumina remain important for Jamaica, whilst Trinidad and Tobago produces petroleum, asphalt ammonia and iron. The rise of tourism in most countries has sparked an indirect growth in many other domestic industries such as construction and many other service- and tourism-related enterprises.

Several governments have established Export Processing Zones (EPZs) to attract foreign investment and create export. Women are overwhelmingly employed in this sector, which is inherently difficult to regulate. Offshore banking is also an important part of the economy of several Caribbean countries.

Many women and men in the Caribbean region are engaged in the **informal sector**. Within the sector, however, men tend to earn higher wages than women who do lower paid domestic work. Given that most domestic work takes place in private households and that there are no comprehensive national accounts of the total numbers of household workers and their contribution to the countries' Gross Domestic Product (GDP), domestic work has been categorized as 'invisible work'.⁴

Informal work does not provide benefits such as health care and is especially vulnerable to economic shifts and natural disasters. Although Women make-up the majority of the informal sector, in this subregion they have less access than men to credit and other avenues that would allow them to enter the formal sector. Therefore, many of their businesses, such as shopkeeping, belong to the informal sector. Occupations,

² The SIDS were first recognized as a distinct group of developing countries at the United Nations Conference on Environment and Development in June 1992. See www.unep.org/newyork/Default.aspx?tabid=52274 [accessed 29 Sep. 2015].

³ See *Human Development Report: Sustaining human progress, reducing vulnerabilities, and building resilience*, UNDP, 2014, www.caribbean.eclac.org/content/human-development-report-2014 [accessed 29 Sep. 2015].

⁴ See article in the Jamaica Observer on the occasion of the launch of the Caribbean Domestic Workers' Network www.jamaicaobserver.com/magazines/allwoman/Caribbean-domestic-workers--network-launched_10194896 [accessed 29 Sep. 2015].

such as inter-island trade, are largely unprotected. Most informal workers lack insurance for health care, maternity leave and sick leave.

All member States of the subregion have suffered greatly from the recent global economic crises. Countries with economies based largely on tourism are directly impacted by the recession in Europe and the United States; in addition decline in the global price for key cash crops has been catastrophic for countries with an agricultural based.

Because the Caribbean economy is so closely linked to the performance of the United States economy, the US dollar is also widely accepted in the region. A few of the islands, for example the Bahamas and Barbados have their own currencies fixed to the US dollar at a constant exchange rate. In an effort to stimulate the growth of their economy, some of the islands formed economic alliances under a single currency. The Eastern Caribbean Currency Union uses the Eastern Caribbean Dollar (EC\$), and counts Antigua and Barbuda, Dominica, Grenada, Saint Kitts and Nevis, Saint Lucia, Montserrat, Anguilla, and Saint Vincent and the Grenadines among its members.

Unemployment rates are high throughout the region and are especially high for women. Women earn less than men despite performing better at all levels of the educational system, and predominate in unregulated areas of the economy, such as EPZs and domestic work. Youth unemployment across the region is another serious cause for concern.⁵

Most Caribbean countries regard **job security and job creation** as their highest priority to be addressed by improving employability through skills training, training in entrepreneurship, and promoting innovation. Reviewing and updating labour legislation policies and regulatory frameworks has been recognized as another important priority, as is social protection and the establishment of labour market information systems (LMIS).⁶

1.2.3 Education and training

In general, the countries and islands in the Caribbean have a **high level of education** and literacy. Most of them have universal primary and secondary education though quality varies between the countries. With regard to tertiary education, the University of the West Indies (UWI) is a well-respected public university system serving 18 English-speaking countries and territories in the Caribbean. The aim of the university is to help «unlock the potential for economic and cultural growth» in the West Indies, thus allowing for improved regional autonomy.

The UWI was originally instituted as an independent external college of the University of London and consists of three physical campuses at Mona in Jamaica, Saint Augustine in Trinidad and Tobago, Cave Hill in Barbados and the Open Campus, which is the online faculty. This university system and in particular the online faculty, along with the pervasive mass media in the Caribbean, present important and sometimes over-looked opportunities for development partners' advocacy, communication and training activities.

Overall, there is a call to modernize the educational system and to make it more **vocationally oriented**, with employers having a stronger input into shaping the curriculum, and with a stronger emphasis on information technology (IT) and vocational skills directly related to the changing subregional context.

⁵ *Decent work in the Caribbean in SIDS: Working paper*, ILO, 2014, www.ilo.org/wcmsp5/groups/public/@americas/@ro-lima/@sro-port_of_spain/documents/publication/wcms_300460.pdf [accessed 29 Sep. 2015].

⁶ *The Caribbean and labour, 2013 and beyond: Strengthening decent work for development*, UN Conference on Small Island Developing States, Apia, Samoa, 1–4 September 2014, ILO, 2014, www.ilo.org/wcmsp5/groups/public/@americas/@ro-lima/@sro-port_of_spain/documents/publication/wcms_300459.pdf [accessed 29 Sep. 2015].

1.2.4 Gender equality

In Caribbean countries, many women are in high-level decision-making positions in government, the private sector and civil society organizations.⁷ However, **there are a large number of female-headed households living in poverty, and high rates of domestic violence.**

Within the region, marriage rates are low; extended families with a female head are not an uncommon feature. “For many Caribbean women, poverty means responsibility for multi-person households that include members of the extended family. This gendered responsibility is often more onerous in cases where mothers face difficulties in receiving child support from fathers who live outside of the household, particularly given widespread weaknesses in the enforcement of child support through the legal system. However, it may also mean active participation in social networks in the wider community, such as sharing scarce resources or care responsibilities between households during times of need, which can help to manage the vulnerabilities and risks associated with living in poverty. Being a woman can also mean vulnerability to sexual harassment and other forms of discrimination in the home or the workplace due to structural gendered inequality and the absence or weak enforcement of appropriate legal protections in the Caribbean, such as the lack of legislation addressing sexual harassment in the workplace.”⁸

In most countries of the Caribbean homosexuality is illegal, and gay, lesbian, bi-sexual and transgender (GLBT) individuals routinely experience discrimination and violence.

1.2.5 Other social and health issues

In the Caribbean, there is a very high rate of teenage pregnancy which is seen by some commentators as undermining the educational system and damaging to the economy overall, in addition to the negative effects for the individuals concerned in terms, inter alia, of their future employment prospects. The countries with the highest rates of teenage pregnancy are Belize, Guyana, Jamaica, Saint Vincent and the Grenadines, and Suriname.

The Caribbean is the second most affected region in the world in terms of HIV prevalence rates. According to 2009 data, about 1.0 per cent of the adult population (240,000 people) were living with the disease. Several factors influence this epidemic, including poverty, gender relations, sex tourism, and stigma. The incidence of HIV in the Caribbean appears to have declined markedly between 2001 and 2012. Different countries have employed a variety of responses to the disease, with a range of challenges and successes.⁹

1.2.6 The environment

The countries of the Caribbean are also exposed to natural hazards and events such as tropical storms, floods, earthquakes and volcanic eruptions. For example, the Eastern Caribbean countries are among the 10 most disaster-prone countries in the world when frequency is standardized for geographical size or population size.

Natural disasters frequently result in considerable loss of life, destruction of economic assets, infrastructure and consumer goods, which can have a serious impact on employment, production and incomes. In aggregate, economic losses can be as much as 1.3 per cent of annual GDP. Poorer sections of the population are the most vulnerable to natural disasters, and have the most difficulty in recuperating. The

⁷ Gender Development Index (GDI) or Gender Empowerment Measure (GEM) rankings are not available for all countries involved in the evaluation.

⁸ *Subregional analysis for Barbados and the OECS 2012–2016*, United Nations Subregional Team for Barbados and the OECS, 2011, www.bb.undp.org/content/dam/barbados/docs/legal_framework/United%20Nations%20Subregional%20Analysis.pdf [accessed 29 Sep. 2015].

⁹ See inter alia: Open Knowledge Repository, World Bank, 2015, <https://openknowledge.worldbank.org/handle/10986/13841> [accessed 29 Sep. 2015].

economy of Montserrat was severely disrupted by volcanic activity, beginning in 1995, from which it has never fully recovered. Jamaica suffered serious damage from Hurricane Hugo in 1989, and several other similar storm systems before and since.

1.2.7 Subregional groupings and institutions

There are a number of overarching political and economic groupings in the Caribbean with various country memberships. These provide important frameworks for collaboration between the countries and with external donors.

- a) The countries where ILO's collaboration was evaluated form part of the Commonwealth, which still has some symbolic and substantive importance. The Commonwealth Caribbean is the term applied to the English-speaking islands of the Caribbean and the mainland nations of Belize (formerly British Honduras) and Guyana (formerly British Guyana) that once constituted the Caribbean portion of the British Empire. The Commonwealth Caribbean islands are Anguilla, Barbados, Jamaica, the Leeward Islands (Antigua and Barbuda, the British Virgin Islands, Montserrat, and Saint Kitts and Nevis.), Trinidad and Tobago, the Windward Islands (Dominica, the Grenadines, Grenada, Saint Lucia, Saint Vincent), and the so-called Northern Islands (the Bahamas, the Cayman Islands, and the Turks and Caicos Islands).
- b) Established in 1973, the Caribbean Community (CARICOM)¹⁰ is an organization of 15 Caribbean nations and dependencies. CARICOM's main purpose is to promote economic integration and cooperation among its members, to ensure that the benefits of integration are equitably shared, and to coordinate foreign policy. In 1999, CARICOM adopted the Decent Work Agenda (DWA) and agreed to promote decent work as a national and international development goal. CARICOM's major activities involve: coordinating economic policies and development planning; devising and instituting special projects for the less-developed countries within its jurisdiction; operating as a regional single market for many of its members; and handling regional trade disputes. The Secretariat is located in Georgetown, Guyana. CARICOM member states are Antigua and Barbuda, The Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Haiti, Jamaica, Montserrat, Saint Lucia, Saint Kitts and Nevis, Saint Vincent and the Grenadines, Suriname, and Trinidad and Tobago. Anguilla, Bermuda, British Virgin Islands, Cayman Islands and Turks and Caicos are Associate Members of CARICOM. ILO has collaborated with a number of bodies under the CARICOM umbrella.
- c) The most extensive level of cooperation in the subregion occurs among seven small islands and island groupings of the Eastern Caribbean – Antigua and Barbuda, Dominica, Grenada, Montserrat, Saint Kitts and Nevis, Saint Lucia, and Saint Vincent and the Grenadines. They have a long history of integration that includes a common market, shared currency, and a joint Supreme Court. In 1981, they formed the Organisation of Eastern Caribbean States (OECS)¹¹ as a CARICOM associate institution with the aim of providing for enhanced economic, foreign policy and defence cooperation. ILO signed a Memorandum of Understanding (MoU) with the OECS in 2008 defining their areas of collaboration.
- d) CARICOM countries belong to the larger global grouping of 52 countries known as SIDS, which are low-lying coastal countries in the Atlantic, the Caribbean, the Indian Ocean, the South China Sea and the Pacific that share similar sustainable development challenges, including: small but growing populations; limited resources; remoteness; susceptibility to natural disasters; vulnerability to external shocks; excessive dependence on international trade; and fragile environments. High communication, energy and transportation costs, irregular international transport volumes, disproportionately

¹⁰ See: CARICOM website at <http://www.caricom.org/> [accessed 29 Sep. 2015].

¹¹ Organization of Eastern Caribbean States website: www.oecs.org [accessed 30 Sep. 2015].

expensive public administration and infrastructure due to their small size, and little or no opportunity to create economies of scale also hold their growth and development back.

The SIDS was first recognized as a distinct group of developing countries at the United Nations Conference on Environment and Development in June 1992. The Barbados Programme of Action was produced in 1994 to assist the SIDS in their sustainable development efforts. The Barbados Outcome Document of 2014 highlighted the importance to the SIDS of several issues which are central to the ILO's mandate including: tackling high rates of unemployment; improving skills, and technical and vocational education and training (TVET); promoting the green economy; improving the well-being of the most vulnerable and disadvantaged; deriving the benefits of migration at the same time as stopping the brain drain; implementing effective trade policies; and enhancing good governance.¹²

Many SIDS now recognize the need to move towards low-carbon, climate resilient economies, as set out in the Caribbean Community (CARICOM) implementation plan for climate change-resilient development. SIDS often rely heavily on imported fossil fuels, spending an increasing proportion of GDP on energy imports. Renewable technologies have the advantage of providing energy at a lower cost than fossil fuels and making SIDS more sustainable.

- e) Other important regional institutions and groupings which actually and potentially provide a framework for ILO's collaboration with the subregion include the Caribbean Broadcasting Corporation (CBC), Caribbean Congress of Labour (CCL), the Caribbean Court of Justice (CCJ), Caribbean Development Bank (CDB), the Caribbean Employers' Confederation (CEC) and the UWI.

Whilst the importance of acknowledging the individual identity and specificity of each Caribbean country and island is critical, the above-mentioned organizations and a number of other cooperative groupings are crucial as collaborators and entry points for the ILO, and other external partners and stakeholders in the subregion. There are also less formalized connections based on decades of cultural and educational relationships, and the exchange of goods and services.

1.2.8 The UN and other development partners

The UN has a strong presence in the Caribbean. The UN Development Programme (UNDP) has offices in Barbados, Belize, Guyana, Jamaica, Suriname, and Trinidad and Tobago. UN Development Assistance Frameworks (UNDAFs) have been developed under the auspices of the UN Resident Coordinator for Barbados and the Eastern Caribbean, Belize, Guyana, Jamaica, Suriname, and Trinidad and Tobago.

Other UN organizations that are active and well represented in the region are the Food and Agriculture Organization of the United Nations (FAO), the Pan-American Health Organization (PAHO), the United Nations Children's Fund (UNICEF), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), the United Nations Environment Programme (UNEP), and the United Nations Population Fund (UNFPA),

The European Union (EU) has established the EU-CARIFORUM agreement which is an Economic Partnership Agreement (EPA) concluded between the European Union and 15 Caribbean states (Antigua and Barbuda, the Bahamas, Barbados, Belize, Dominica, the Dominican Republic, Grenada, Guyana, Haiti, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname, and Trinidad and Tobago) on 16 December 2007. The agreement was officially signed in 2008. The ILO is now

¹² *ILO mandate and programme of work related to Small Island Developing States (SIDS)*, ILO, 2014, www.ilo.org/global/docs/WCMS_300461/lang-en/index.htm [accessed 30 Sep. 2015]; *SIDS integrated and enabling cooperation framework for the Barbados Programme of Action and Mauritius Strategy for the Further Implementation. Outcome of the Inter-regional preparatory meeting for the Third International Conference on Small Island Developing States*, Bridgetown, 2014, www.sustainabledevelopment.un.org/content/documents/5184265Barbados%20outcome.pdf [accessed 30 Sep. 2015].

partnering with this programme to strengthen regional tripartite structures.¹³ A number of bilateral donors including Canada, the United Kingdom and the United States are also very active in the area, and there is a growing trend towards South-South Cooperation within the Americas and beyond.¹⁴

1.3 THE ILO IN THE CARIBBEAN

1.3.1 ILO Decent Work Technical Support Team (DWT) and the Office for the Caribbean (DWT/O—Port-of-Spain)

The ILO DWT and DWT/O—Port-of-Spain, was established in 1969 and is based in Trinidad and Tobago.

The office serves 13 member States and 9 non-metropolitan territories (NMTs)¹⁵ of the English- and Dutch-speaking Caribbean. Member States are **Antigua and Barbuda, Barbados, the Bahamas, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname, and Trinidad and Tobago**. NMTs are Anguilla, Aruba, Bermuda, British Virgin Islands, Cayman Islands, Curacao, **Montserrat**,¹⁶ Saint Martin, and Turks and Caicos Islands.

It provides advocacy, technical guidance, training and technical cooperation on policy and technical issues related to labour and employment, to the tripartite constituents.¹⁷ Its own team of specialists provide technical support for the programmes and activities in the fields of:

- Employers' activities
- Employment and labour market policy
- Enterprise development and job creation
- HIV/AIDS and the world of work
- International labour standards and labour law
- Labour administration and social dialogue
- Occupational safety and health (OSH)
- Skills and employability
- Workers' activities.

During the biennia covered by the evaluation, a number of posts were vacant for extended periods of time and other posts were suppressed. ILO staff working on technical cooperation (TC) projects in Guyana (IPEC/TACKLE and USDOL/PEPFAR HIV/AIDS Workplace Education) and Jamaica (IPEC/TACKLE) report to ILO headquarters (HQ).

1.3.2 Caribbean commitment to the DWA

Ministers of labour and other high-level representatives of governments, employers' and workers' organizations of the English- and Dutch-speaking Caribbean resolved to advance decent work priorities in their national development agendas at the ILO's Tripartite Caribbean Employment Forum held in Barbados

¹³ See EU project action plan: *Annex I – challenges to CARIFORUM labour, private sector and employers to fulfil their EPA obligations: Caribbean Employers' Confederation (CEC) and the Caribbean Congress of Labour (CCL) component of the support to facilitate participation of CARIFORUM civil society in regional development and integration process – description of action*, ILO, Port of Spain, www.ilo.org/wcmsp5/groups/public/---americas/---ro-lima/---sro-port_of_spain/documents/meetingdocument/wcms_377045.pdf [accessed 29 Sep. 2015].

¹⁴ S.L. Cabana: *The non-Ibero-American Caribbean and the report on South-South Cooperation in Ibero-America*, Secretaría General Iberoamericana/Cooperación Sur-Sur, 2011, www.cooperacionsursur.org/images/2015/guyana2011/GY-The-Caribbean-in-The-Report-2014.pdf [accessed 30 Sep. 2015].

¹⁵ Of the countries covered by the HLE, only Montserrat is a NMT.

¹⁶ Only countries indicated in bold lettering are covered by the HLE.

¹⁷ See official website of the DWT/O—Port-of-Spain: at www.ilo.org/caribbean/lang--en/index.htm [accessed 30 Sep. 2015].

from 10 to 12 October 2006, where the Tripartite Declaration and Plan of Action for Realizing the Decent Work Agenda in the Caribbean was adopted by the more than 150 delegates present at the forum.

Since that time, there have been a number of affirmations and commitments to the DWA in the Caribbean, notably in 2010 at the 7th ILO Meeting of Caribbean Labour Ministers, where participants discussed the theme “Coherence for Human and Social Development in the Caribbean”. In 2013, representatives of ministries of labour (MoL) and departments of labour, representatives of the CEC and the CCL, the ILO Director-General and the CARICOM Secretary-General considered key issues under the theme “The Caribbean and Labour, 2013 and Beyond: Strengthening Decent Work for Development”.¹⁸

Table 1. Caribbean countries' ratification of ILO's fundamental Conventions

Country	Freedom of Association and Collective Bargaining		Elimination of Forced and Compulsory Labour		Elimination of Discrimination in Employment and Occupation		Abolition of Child Labour	
	C.87	C.98	C.29	C.105	C.100	C.111	C.138	C.182
Antigua and Barbuda	1983	1983	1983	1983	2003	1983	1983	2002
The Bahamas	2001	1976	1976	2001	2001	2001	2001	2001
Barbados	1967	1967	1967	1967	1974	1974	2000	2000
Belize	1983	1983	1983	1983	1999	1999	2000	2000
Dominica	1983	1983	1983	1983	1983	1983	1983	2001
Grenada	1994	1979	1979	1979	1994	2003	2003	2003
Guyana	1967	1966	1966	1966	1975	1975	1998	2001
Jamaica	1962	1962	1962	1962	1975	1975	2003	2003
Saint Kitts and Nevis	2000	2000	2000	2000	2000	2000	2005	2000
Saint Lucia	1980	1980	1980	1980	1983	1983	...	2000
Saint Vincent and the Grenadines	2001	1998	1998	1998	2001	2001	2006	2001
Suriname	1976	1996	1976	1976	...	...	...	2006
Trinidad	1963	1963	1963	1963	1997	1970	2004	2003

Note: ... = not applicable.

In March 2015, the 9th ILO Caribbean Meeting of Labour Ministers convened in the Bahamas. The meeting discussed “labour issues which are high on the agenda of the labour administrations within the region, with a particular focus on youth employment, green economy and the implementation of the Decent Work Agenda in the Caribbean”.¹⁹

1.3.3 DWCP strategies and actions in the Caribbean

In response to subregional features described under section 1.2 of this report, ILO has worked inter alia to: enhance the ratification and reporting of Conventions in order to strengthen tripartism and social

¹⁸ *The Caribbean and labour, 2013 and beyond: Strengthening decent work for development, UN Conference on Small Island Developing States, Apia, Samoa, 1–4 September 2014*, ILO, 2014, www.ilo.org/wcmsp5/groups/public/@americas/@ro-lima/@sro-port_of_spain/documents/publication/wcms_300459.pdf [accessed 29 Sep. 2015].

¹⁹ “ILO opens Ninth Meeting of Caribbean Labour Ministers in the Bahamas”, ILO, Newsroom, 2015, www.ilo.org/caribbean/newsroom/WCMS_348423/lang--en/index.htm [accessed 29 Sep. 2015].

dialogue; upgrade labour market legislation; advance national workplace policies relative to OSH; tackle discrimination in the workplace against persons with HIV/AIDS; and eliminate child labour. Efforts have been made to ensure that workers in the informal sector, including domestic workers, enjoy the same conditions of work as formal sector workers. Work has been undertaken on strengthening LMISs, administrative capacity in public sector agencies, and judicial capacity in the legal system. Other priority areas have included vocational training and education, productivity and competitiveness, and employment and trade. Important work has also been done on integrating people with disabilities into the labour force, and in formalizing the informal sector.²⁰

ILO's assistance to member States in achieving decent work objectives is implemented through DWCPs which have been developed for Bahamas, Barbados,²¹ Belize, Guyana, Suriname and the member countries OECS.²² In Jamaica, and Trinidad and Tobago where ILO does not have formalized DWCPs, decent work strategies and activities have been carried out with a significant level of ILO technical assistance (TA) from DWT/O—Port-of-Spain.

The DWT/O—Port-of-Spain has also implemented a large number of activities subregionally, a concept that includes activities where all countries participate, or 'cluster' activities where similar actions are implemented in individual countries.

This two-tier approach adopted by DWT/O—Port-of-Spain has been expressed as follows, "the DWT/O—Port-of-Spain has aimed to balance direct support to the constituents at the national level with a number of sub-regional events that allow for continuous exchange of experience and ideas at the highest political level. A major sub-regional project on occupational safety and health (OSH) and several activities related to regional trade and trade agreements received additional financial support without taking away from work accomplished in many other areas of the Decent Work Agenda. This work has been important in alleviating some of the negative aspects of the global financial crisis. ILO's support has contributed to valuable impacts in methodologies and the adoption of new policies at the national level."²³

ILO's practice of working at Caribbean and national levels, and the potential for greater synergies between the two is thoroughly assessed in this evaluation with a view to providing recommendations for strengthening this approach in the future.

Activities under global projects have been managed directly at HQ through project staff based in the country's concerned although the Directors of DWT/O—Port-of-Spain have frequently fulfilled a liaison function with Geneva as necessary.

²⁰ Details are to be found under section 4 on Implementation and section 5.3 findings on Effectiveness.

²¹ Several ILO colleagues disputed the existence of a DWCP for Barbados (signed 2012). It is not included on the ILO DWCP website.

²² Antigua and Barbuda, Dominica, Grenada, Montserrat, Saint Kitts and Nevis, Saint Lucia, and Saint Vincent and the Grenadines

²³ *Highlights of ILO's work in the Caribbean April 2010–June 2013*, ILO Decent Work Team and Office for the Caribbean, 2013, www.ilo.org/wcmsp5/groups/public/---americas/---ro-lima/---sro-port_of_spain/documents/publication/wcms_250019.pdf [accessed 29 Sep. 2015]; *Promoting sustainable development through decent work in the Caribbean: Results achieved 2013–2014*, Decent Work Team and Office for the Caribbean, 2014, www.ilo.org/wcmsp5/groups/public/@americas/@ro-lima/@sro-port_of_spain/documents/meetingdocument/wcms_312152.pdf [accessed 29 Sep. 2015].

2. PURPOSE, SCOPE AND CLIENTS OF THE EVALUATION

The HLE is a summative evaluation with a strong complementary formative component. This approach allows both for understanding and building upon past successes and failures. As far as possible, the evaluation identified internal and external factors that have had positive or negative effects on implementation and on the achievement of intended results of the DWCPs, strategies and actions.

The clients of the evaluation include ILO staff at country, regional and HQ levels, tripartite constituents in the subregion, and other stakeholders, and partners in the UN and other development cooperation and donor agencies.

The objective of the HLE is to assess whether the ILO's DWCPs, strategies and actions are effectively serving as instruments through which to achieve the DWA. The aim is to extract lessons that would lead to: (i) improved country programme planning and implementation; (ii) improved organizational effectiveness; (iii) better accounting of the results; (iv) strengthened synergies among the ILO's technical advice and TC activities; (v) improved application of lessons learned in future programmes and projects; (vi) enhanced identification of approaches to better support the achievement of the areas of critical importance (ACIs) which were identified as priorities by the national tripartite constituents of these countries, and other development partners (see Terms of Reference, Annex I).

The evaluation focuses on programmes, strategies and actions supported during three biennia starting with 2010–11 and ending with the current biennium 2014–15.

The evaluation assessed implementation of DWCPs for the Bahamas, Barbados, Belize, Guyana, Suriname and the member countries of the OECS. ILO activities in Jamaica, and Trinidad and Tobago were also included where although there are no formalized DWCPs the Office has supported the implementation of decent work strategies and actions.

The terms of reference (ToR) state that the evaluation should focus on: “(i) the role that ILO has played in assisting Member States and social partners achieve the Decent Work Agenda while ensuring compliance with International Labour Standards (ILS) especially ILO's Fundamental Principles and Rights at Work (FPRW) (ii) the extent to which the Office's activities have enhanced national capacity through technical assistance programmes and projects, including strategies to promote the decent work agenda and compliance with and application of ILS (iii) the extent to which DWCP strategies and activities have been relevant and coherent with tripartite constituents' capacities with regard to the application of FPRW and workplace compliance (iv) the degree to which ILO's DWCPs and strategies in the Caribbean have promoted tripartite dialogue to address challenges related to promoting decent work, inclusion of rural sector and informal economy, youth employment and gender equality, and (v) the extent to which the DWT/O—Port-of-Spain has been effective in delivering of technical assistance to Member States in a timely and cost-efficient way.”

The HLE examined the application of results-based management (RBM) principles in the development and implementation of ILO's DWCPs, strategies and actions. This included assessment of linkages between country programme outcomes (CPOs) and programme and budget (P&B) outcomes.

In addition to assessing DWCPs, strategies and actions, the evaluation also reviewed the ILO Decent Work Team and Office for the Caribbean's organizational and management capacities and practices in support of ILO's work in the Caribbean. This review included: an examination of office work planning over the period; staffing structure, and timeliness in recruitment of staff; internal management and communication; and relationships with other units of the Organization, in particular the RO-Lima and ILO HQ.

In accordance with EVAL's Protocol 2 (High-level Evaluation Protocol for DWCP Evaluation), this evaluation was inclusive in nature and sought to involve all key ILO stakeholders through the establishment of an Evaluation Support Group to facilitate information sharing on the various aspects of the DWCPs, and other strategies and activities.

The evaluation framework was guided by the Organisation for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC) criteria of relevance, effectiveness, coherence and value added, efficiency, and impact and sustainability. Special attention was paid to assessing how gender and other cross-cutting issues have been mainstreamed.

3. METHODOLOGY OF THE EVALUATION

The evaluation sought information through a number of different ways so that it could be effectively triangulated.

3.1 DESK REVIEW OF DOCUMENTATION

With the collaboration from the Programme Unit of DWT/O—Port-of-Spain, EVAL coordinated the gathering of documentation from HQ, and RO-Lima prior to the evaluation. In preparation for the evaluation, in Port of Spain, the Programme Unit coordinated the compilation of detailed technical assistance (TA) and TC activities' charts for the period 2010–2013, which included all specialist activities in each country over the three biennia. The Office workplan for 2014–2015, expenditure data, mission reports, policy papers, and some evaluation reports were also shared (see Annex III for details of the documentation reviewed).

3.2 INTERVIEWS FACE-TO FACE AND THROUGH SKYPE

A briefing for the External Evaluator in Geneva was not deemed necessary as it was considered that, with the exception of former DWT/O—Port-of-Spain staff now based in Geneva, there were no key informants based in Geneva who were receiving ILO support for the Caribbean.

Detailed interview guidelines were developed by the External Evaluator for in-depth interviews to be conducted during field missions as well as through Skype contacts.

Interviews and discussions with current and former staff of DWT/O—Port-of-Spain were conducted throughout the evaluation. Some project staff of the global project activities in Guyana and Jamaica were also interviewed. Discussions through Skype and face-to-face interviews took place with RO-Lima staff. There was extensive email correspondence throughout the evaluation to source additional information and verify findings.

A number of UN Resident Coordinators from Barbados, Guyana, Jamaica, and Trinidad and Tobago were interviewed face-to-face or through Skype. Discussions also took place with staff of important subregional institutions, such as CARICOM and the UN Economic Commission for Latin America and the Caribbean (ECLAC), with whom the DWT/O—Port-of-Spain is collaborating (see Annex II for a list of individuals contacted directly, though Skype or the online survey).

3.3 COUNTRY MISSIONS

Country visits began on 11 May 2015 with the Senior Evaluation Officer and the External Evaluator arriving at DWT/O—Port-of-Spain for a briefing with the Deputy Director (then acting as Officer-in Charge,

the Director's position being vacant), DWT specialists, programme staff, representatives from key constituents and other stakeholders including representatives from the National Centre for Persons with Disabilities (NCPD), the National Union of Domestic Employees (NUDE) and the Statistical Department, and UN ECLAC.

According to the ToR, the evaluation field visits were to take place in 10 of the 14 countries covered by the evaluation, namely the Bahamas, Barbados, Belize, Guyana, Jamaica, Suriname, Trinidad and Tobago, and at least three of the seven island nations of the OECS (e.g. Antigua and Barbuda, Grenada and Saint Lucia). The DWT/O—Port-of-Spain proposed these countries on the basis of: (i) the existence of ILO DWCPs and/or strategies in the countries; (ii) the size of their TC portfolio; and (iii) ILO presence. In the event, because of time and financial constraints and availability of stakeholders, only four country visits were made to Barbados, Guyana, Saint Lucia, and Trinidad and Tobago.

The Senior Evaluation Officer and the Director of EVAL also had discussions with Regional Office management and staff in RO-Lima.

According to the ToR, a workshop/debriefing session on findings and recommendations as reflected in the draft report and draft case studies was to be conducted in order to enable national constituents and ILO key stakeholders to provide their comments and validate factual data. The results of this workshop were to be considered the formal responses from the Office and national tripartite constituents. However, given time and financial constraints, it was intended that the draft report should be shared electronically rather than through a consultative workshop in the subregion (see Annex IV for schedule of field visits).

3.4 COUNTRY REVIEWS AND COUNTRY CASE STUDIES

On the basis of the desk study, 10 country reviews were prepared for Antigua and Barbuda, the Bahamas, Belize, Dominica, Grenada, Jamaica, Montserrat, Saint Kitts and Nevis, Saint Vincent and the Grenadines, and Suriname. More detailed case studies were developed for four of the countries visited (Barbados, Guyana, Saint Lucia, and Trinidad and Tobago) on the basis of document reviews, and interviews with tripartite constituents, development partners, regional institutions' civil society organizations and ILO staff.

These country reviews and case studies do not purport to be in-depth situation analyses or comprehensive country profiles. They were compiled in a short timeframe, from a wide range of sources, and have not yet been validated. They include country data and details of DWT/O—Port-of-Spain TA/TC activities, missions and results in each country. These reviews and case studies may serve a useful function going forward by providing the basis for further elaboration of country-level consultations and reviews, as recommended below. Country reviews, and country case studies are available on request from ILO/EVAL, Geneva.

3.5 ONLINE SURVEY

An online survey was developed for tripartite constituents, ILO staff, donors and other stakeholders. The results are summarized under section 5. Findings. Questionnaires were sent to: 27 ILO staff, 18 of whom responded; 133 national constituents, 27 of whom responded; and 45 contacts in subregional institutions and donor agencies, seven of whom responded.

3.6 KEY EVALUATION QUESTIONS

A preliminary list of key evaluation questions posed through Skype and face-to-face interviews, the online questionnaire survey and through the interrogation of documents is presented in the following framework (table 2) and is also available in the inception report for this evaluation.

Table 2. Key evaluation questions

Criterion	Definition	Key questions
Evaluability	Assessment of the extent to which DWCPs meet quality assurance standards.	Evaluability assessment of DWCP documentation to assess inter alia participation of tripartite constituents in their development; reflection of national priorities; alignment with SPF and P&B; RBM principles and methodology applied; inclusion of clear implementation and M&E frameworks, etc. ²⁴
Relevance	The extent to which ILO DWCP and other strategies and actions in the Caribbean are consistent with: ILO SPF (2010–2015) and with P&B outcome strategies for the biennia 2010–2011, 2012–2013, 2014–2015 and ACIs for the 2014–2015 biennium; with ILO DW priorities for the Americas; national development priorities; constituents' priorities; UNDAF outcomes; policies and actions of SIDS; South-South TC agenda. Extent to which significant cross-cutting issues such as gender inequality have been addressed.	To what extent are different DWCPs and other strategies and actions deployed: <ul style="list-style-type: none"> aligned with ILO P&B outcome strategies for the three biennia and ACIs for current biennium; aligned with ILO regional hemispheric agenda across the three biennia aligned with subregional development priorities aligned with national development priorities including attention to cross-cutting issues aligned with UNDAFs and framework and priorities of other development partners such as the EU, international financial institutions (IFIs), other major donors aligned with SIDS frameworks take into account gender disparities and other cross-cutting issues.
Coherence	The extent to which ILO DWCPs, strategies and actions (<i>as implemented</i>) have been coherent and complementary.	To what extent do different DWCPs, strategies and actions: <ul style="list-style-type: none"> reflect clarity of objectives, and a logical relationship between different activities, and between activities and intended outcomes. To what extent are Caribbean DWCPs, strategies and actions at the subregional level: <ul style="list-style-type: none"> coherent and complementary coherent and complementary with ILO activities at the hemispherical level coherent and complementary with ILO global initiatives. To what extent are Caribbean DWCPs, strategies and actions: <ul style="list-style-type: none"> coherent and complementary with programmes and activities carried out by constituents aligned with UN and other development partners including IFIs. To what extent are Caribbean DWCPs, strategies and actions coherent and complementary with: <ul style="list-style-type: none"> South-South initiatives activities within the SIDS framework. To what extent has ILO focused on activities in which it has comparative advantage given its mandate, organizational structure, technical expertise and financial resources in the subregion, the region and HQ levels. Has TC and TA been provide in a timely manner; and in a coordinated manner with other subregional, regional and global organizations, as appropriate.

²⁴ *Decent Work Country Programme – a Guidebook, Version 3*, ILO, 2011, www.ilo.org/public/english/bureau/program/dwcp/download/dwcpguidebookv3.pdf [accessed 1 Oct. 2015].

Criterion	Definition	Key questions
Efficiency	Extent to which human and financial resources of the ILO DWT/CO—Port of Spain and ILO/RO—Lima have been used efficiently to generate results. Extent to which human and financial resources within country have been appropriately used to generate results.	Are DWCPs, strategies and activities of ILO in the Caribbean appropriately and adequately resourced? Is the cost breakdown of funds associated with programmes appropriate? Has ILO optimized resources to achieve results? Has DWT/O—Port-of-Spain been able to mobilize funding from development donors and other sources in support of Caribbean DWCPs, strategies and actions? How much staff support has ILO DWT/O—Port-of-Spain provided to Caribbean DWCPs, strategies and actions? How much additional support has been available from RO—Lima, ILO HQ and non-staff resources? How have tripartite constituents participated in design, implementation and monitoring of DWCPs? What financial or other resources have been contributed by national partners through cost-sharing mechanisms; by subregional institutions
Effectiveness	The extent to which planned outputs have been produced and intended outcomes have been achieved.	Have activities specified in implementation plans, action plans and workplans at country, subregional, regional, and HQ levels been implemented as planned resulting in intended outputs? How effectively have DWCPs, strategies and actions addressed emerging new decent work issues and challenges in the Caribbean related, for example, to entrepreneurship, rural employment, the informal economy, green jobs, data on migration and the gender wage gap? What factors have contributed to success or failure, e.g. relevance and appropriateness of original design of programme or activity and its coherence and synergies with other activities; adequacy of human and financial resources; timeliness of deployment of human and financial resources; factors extraneous to the action (e.g. global and regional economic crises, natural disasters or other emergencies which caused disruption)?
Impact	The extent to which DWCPs, strategies and actions have shown immediate impact in the form of increased, constituent capacity, policy development, legislative reform, improved information systems, enhanced social protection, more effective tripartite action, etc.	To what extent have efforts made through DWCPs, strategies and actions shown immediate impacts within the framework of the DWAs according to the indicators and targets established at both national and subregional levels?
Sustainability	The extent to which the DWCPs, strategies and actions have resulted in changes which have remained in effect across the three biennia under review, and are likely to persist over time.	To what extent have changes taking place as a result of ILO DWCP, strategies and actions evolved and been sustainable over the three biennia of ILO involvement at national and subregional levels? What is the likelihood of these changes being sustained at national and subregional levels?

3.7 LIMITATIONS OF THE EVALUATION

In the spirit of constructive collaboration some limitations of the evaluation can be noted.

This is the first evaluation of its kind to address the totality of ILO's collaboration with the subregion, aiming to assess programmes across 14 countries over three biennia in a relatively short timeframe. Further in-depth country-by-country reviews and consultations, such as is recommended and envisaged, are required to refine the conclusions and recommendations of this evaluation which is intended to be formative as well as summative.

Documentation available for review was quite sparse, not only with respect to subregional, intra-regional and global strategies and actions, but also with regard to country-level activities including DWCP implementation.

It is unfortunate that resource constraints did not allow for more country visits. It would have been particularly interesting to be able to visit one of the countries with older DWCPs that have been renewed

or revised, such as the Bahamas or Belize. Resource constraints also resulted in the elimination of the workshop with national constituents and other stakeholders envisaged in the ToR.

If time had permitted, it would have been beneficial for the questionnaires to be properly pre-tested, particularly those directed at constituents, as they may not have been familiar with all the OECD/DAC and ILO terminology employed. A more user-friendly tool could have yielded better and more meaningful responses. More direct interaction with national constituents may also have improved the response rate.

Some key actors were not available for interview and the evaluators were unable to speak to any tripartite constituents during their attendance at the 104th Session of the International Labour Conference (ILC) (2015), despite strenuous efforts to contact them.

4. IMPLEMENTATION OF ILO SUPPORT TO THE CARIBBEAN

This section summarizes implementation of DWCPs, strategies and actions over the period covered by the evaluation, namely 2010-2015. Further details of results outputs and outcomes are included below under the section 5.

4.1 DWCPs

As noted above, DWCPs have been developed with the Bahamas (signed 2008), Belize (signed 2009, reviewed and recommitted 2011), the seven OECS countries (signed 2010 with the exception of Dominica which signed in 2011), Guyana (signed 2012), Barbados (signed 2012), and Suriname (signed 2015) (table 3).

Table 3. Overview of DWCP dates and priorities²⁵

Country	Programming work-shop date	Date signed	Agreed priority areas
The Bahamas (2008–2009 – initial phase)	Oct. 2007	April 2008 renewed in 2010 (?)	<ol style="list-style-type: none"> 1. Institutional strengthening (labour administration and social partners) 2. Social dialogue 3. Revision of labour legislation
Belize (2009–2011; 2012–2015)	Initial meeting January 2009 Review of DWCP Jul. 2011	Initially signed Oct. 2009 Review and recommitment Oct. 2011	Agreed priority areas (2012–2015) <ol style="list-style-type: none"> 1. Modernization and harmonization of national labour legislation 2. Strengthening public employment service and enhancing its linkages with national initiatives for skills development, with a special focus on disadvantaged groups 3. Institutional strengthening of tripartite partners
Members of OECS (2010–2015)			<ol style="list-style-type: none"> 1. Review and update of labour legislation 2. Strengthen LMISs 3. Promote inclusive workplace policies on HIV and AIDS 4. Increase dialogue among government employers and workers on national and regional social and economic issues
Antigua and Barbuda	Oct. 2009	2010	
Dominica	Mar. 2011	2011	
Grenada	Nov. 2009	2010	
Montserrat	Feb. 2010	2010	
Saint Lucia	Nov. 2009	2010	
Saint Kitts and Nevis	May 2010	2010	
Saint Vincent and the Grenadines	Nov. 2009	2010	

²⁵ Ibid., footnote 25.

Country	Programming workshop date	Date signed	Agreed priority areas
Guyana (2012–2015)	Mar. 2010	Apr. 2012	Agreed priority areas (2012–2015) 1. The creation of green jobs and decent work 2. The enhancement of TVET 3. The promotion of entrepreneurship education and training and the development of cooperatives 4. (a) Strengthening capacity of labour administration system; and (b) strengthening employers' and workers' organizations
Barbados (2012–2015)	Jan. 2010	2012	Agreed priority areas (2012–2015) 1. Strengthening national employment policies as well as laws and policies to facilitate enterprise creation 2. Enhancing competency-based TVET and life-long learning 3. Developing a culture of entrepreneurship and strengthening local entrepreneurs to be competitive in existing and new economic activities 4. Strengthening the capacity of the tripartite partners to contribute to economic and social development, and improving public awareness of their roles and functions 5. Promoting policy coherence
Suriname (2014–2016)	Jul. 2013	Jan. 2015	Agreed priority areas (2014–2016) 1. Social economic and environmental programmes 2. Legislation, policies, budget and strategies 3. Data collection and information systems

The development and implementation of a DWCP generates a number of items of documentation integral to and evidence of the process. Aside from the signed programme documents, and the report of the country programme review of Saint Vincent and the Grenadines²⁶ none of the anticipated documentation was available for review.

The preparatory work for the DWCPs included consultations and a programming workshop with tripartite constituents of usually one and a half or two days' duration. Whilst some DWCP programming workshops appear to have included only tripartite constituents (e.g. Barbados), others (e.g. OECS, Guyana) included a wider group of government, private sector and civil society organizations, as well as members of the UN System Team or UN Country Team (UNCT) (e.g. Guyana, Suriname).

It seems that, in some cases, the DWT/O—Port-of-Spain may have prepared a concept or policy paper for discussion at the programming workshop.²⁷ Such a paper is clearly mentioned for the Bahamas (although constituents were critical of it),²⁸ and for Guyana. The Evaluator has not had access to any policy or concept papers.

²⁶ E. Parsan. *Final report on the review of the ILO Decent Work Country Programme Saint Vincent and the Grenadines (draft)* (Geneva, ILO Evaluation Office, 2015).

²⁷ *Ibid.*, footnote 26, p. 28.

²⁸ "An interesting lesson to be learnt from this exercise is that priorities identified and agreed at the workshop were influenced more by the discussions at TRIFOR (Tripartite Forum) than by the issues raised in the discussion paper prepared by the Office through the desk review. "The dynamics of TRIFOR and the interaction of participants at the workshop were the driving force behind the choice of priorities for the DWCP" (DWCP for the Bahamas, page 15).

In no case was a country situation analysis or country profile prepared to address the broader socio-economic context of the world of work, thus providing the country framework for the proposed DWCP, to be revised or adjusted regularly as country programme outcomes (CPOs) were achieved or external circumstances changed.²⁹

Several DWCPs (e.g. Barbados, member countries of the OECS) appear to have been developed by the incumbent Director of the time, with the assistance of the Programme Unit, and minimal participation of the DWT. Some DWT specialists were, however, more involved in preparing the DWCPs for the Bahamas, Guyana and Suriname. Several constituents interviewed expressed the view that the DWCPs were developed as the former directors of ILO DWT/O—Port-of-Spain were under pressure from ILO HQ to deliver as many DWCPs as possible. Some felt that consultation and preparation had been insufficient and the priorities selected were not those of the constituents.

The DWCPs broadly respect the DWCP Guidebook though the results matrices are in general inadequate³⁰ and do not fully reflect programme logic at various levels. Notable by its absence from the logical framework is the component of risks and assumptions, which demonstrates that the intended logic of the programme has been fully explored and respected. There were no results matrices for some DWCPs (e.g. Barbados). In general, it would be beneficial to have clearer analytical links between different sections of the document – statement of the DWA, previous collaboration with constituents, proposed inputs, activities, outputs and outcomes over the period – set against a brief country situation analysis with a clear indication of implementation responsibilities.

Quality assurance mechanisms were not fully respected in that the DWCPs were not endorsed by RO-Lima, even though most are posted on the official ILO website.

In most countries, national tripartite committees were formed to coordinate, monitor and report on implementation. However, few implementation reports appear to have been filed.³¹ Some DWCPs (e.g. the Bahamas) indicate that the tripartite committee would produce half-yearly reports based on an agreed template. In Saint Vincent and the Grenadines, the designated body – the National Tripartite Committee on the Economy (NTCE) is reported as having filed one report in 2011. The Evaluator did not have access to any reports.

In summary, **none of the DWCPs appear to have been fully implemented as an integrated conceptual and practical framework for TC.**³² However, as discussed below, through their work with tripartite constituents and other stakeholders, individual specialists have implemented many priority elements of all DWCPs albeit with varying degrees of synergy between thematic areas.

The only Country Programme Review conducted was for Saint Vincent and the Grenadines,³³ the findings of which are broadly in line with those of the current evaluation. They have been integrated, where appropriate, into section 5 below and throughout the report.

²⁹ The DWCP Guidebook is ambiguous as far as the necessity to reflect the country situation in any detail is concerned recommending that, “only salient points and not an exhaustive analysis”, Ibid., footnote 26, p. 29.

³⁰ Ibid., footnote 28. Again the DWCP Guidebook seems insufficiently rigorous only requiring that, “critical assumptions and risks *can* be mentioned” (evaluator’s italics). The shortcomings of the results matrix were also noted.

³¹ The Country Programme Review of St. Vincent and the Grenadines reports that the national committee set up for the purpose filed one report in 2011. According to the DWT/O—Port-of-Spain Programme Unit there may have been reports for the very early DWCPs (e.g. the Bahamas, Belize) sent to RO-Lima but these were not available in the ILO Trinidad Office.

³² As envisaged in, for example, ILO: *Report of the Committee on Technical Cooperation*, Governing Body, 297th Session of the Governing Body, Geneva, Nov. 2006, GB297/16, www.ilo.org/gb/GBSessions/GB.306/tc/lang--en/index.htm [accessed 1 Oct. 2015].

³³ Ibid., footnote 31.

4.2 ILO'S SUBREGIONAL STRATEGIES AND ACTIONS IN THE CARIBBEAN³⁴

Preceding and proceeding in parallel to DWCP development are a number of subregional and global activities elements some of which (notably OSH, HIV/AIDS) are also reflected in DWCP documents.

As noted above, DWT/O—Port-of-Spain classifies subregional activities as those where many or all countries participate together, and 'cluster' activities that are repeated in a number of different countries. Subregional activities acquire a country dimension when particular countries show commitment to implementing country-specific activities. Most of the specialists' activities have both subregional- and country-specific dimensions.

The key activities of the DWT at subregional level over the three biennia are summarized briefly here and presented more fully under section 5 below.

4.2.1 Subregional strategies and activities in the biennium 2010–2011

In the thematic area, ILS work was undertaken to increase the capacity of Caribbean labour inspectors regarding the implementation of the Maritime Labour Convention, 2006, in English- and Dutch-speaking Caribbean countries. Participants came from the Bahamas, Barbados, Belize, Grenada, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, and Trinidad and Tobago. This activity was complementary to training of trainers (ToT) and maritime inspectors on the application of MLC, 2006, conducted at the International Training Centre of the ILO, Turin (ITC-ILO). Other important activities in this thematic area during the biennium include collaboration with specialists on OSH, who lectured in the Masters Programme on Occupational and Environmental Safety and Health of the UWI, Mona Campus. The ILS specialist also provided training on the elimination of hazardous child labour to selected Caribbean countries, and training to media professionals and journalists on raising public awareness on international human rights and their relevance to labour issues.

The OSH Specialist provided training to establish a core group of OSH Resource Persons to provide a network of expertise to support Regular Budget Supplementary Account (RBSA)-funded activities on OSH in the subregion in addition to providing training for OSH labour inspectors across the subregion.

With regard to employers' activities during the biennium, a number of capacity-building exercises took place including those under the umbrella of the Third Caribbean Academy for the Management of Employers' Organizations (CAMEO III 2011). Employers' specialists participated in the joint UN Women and CARICOM Regional Advisory Group on Gender and Development.

With regard to workers' activities, a Caribbean Domestic Workers' Network was launched in November 2011 with ILO's support. At that time there were only two domestic workers' organizations in the subregion, namely the Jamaica Household Workers' Union (JHWU) and the National Union of Domestic Employees of Trinidad and Tobago (NUDE). The Network has had a number of achievements, which are reported below under the sections on Findings and Effectiveness.

4.2.2 Subregional strategies and activities in the biennium 2012–2013

Specialists for ILS, workers activities and HIV/AIDS conducted a number of lectures (UWI Masters Programme), training courses and capacity-building exercises with constituents on HIV/AIDS in the world of work in the subregion.

³⁴ Background or programme documentation for these subregional and particularly global activities available to the evaluator was quite sparse and reliance has been largely placed on the detailed TA activities charts prepared for the evaluation by the ILO Trinidad Office.

A subregional gender equality workshop was held for judges in the Caribbean to provide them with knowledge on relevant international conventions and ILS with respect to gender equality.

The Specialists on Employers undertook a number of workshops with employers' organizations including CAMEO IV, and one activity that reached out especially to women entrepreneurs.

The Social Dialogue Specialist participated in a Tripartite Caribbean Symposium on Social Dialogue.

In 2013, several surveys on perceptions of the informal economy were coordinated by the Regional Specialist for Employers' Activities in Lima, under the Formalization in Latin America and the Caribbean (FORLAC) initiative. Studies were completed in Saint Lucia and Suriname. Follow-up activities took place in the biennium 2014–2015.

4.2.3 Subregional strategies and activities in the current biennium 2014–2015

Significant subregional activities are being undertaken by both the Employer Specialist and Worker Specialist who are collaborating in the EU/ILO component of the programme “Challenges to CARIFORUM Labour, Private Sector and Employers to fulfil their Economic Partnership Agreement (EPA) Obligations: Caribbean Employers Confederation (CEC) and Caribbean Congress of Labour (CCL) Component of the Support to Facilitate Participation of CARIFORUM Civil Society in Regional Development and Integration Process.”

Particularly for the OECS, work is being implemented with CARICOM in the area of Caribbean Labour Market Information Systems (CLMIS). Employment promotion is being strengthened through the establishment of a database on inspection reports, a regional database on informality, and a number of labour force surveys and enterprise surveys. A number of activities related to cooperative strengthening are also being pursued at the subregional level during the current biennium and additional inputs in OSH related particularly to awareness creation on OSH issues are being implemented at the subregional level.

The DWT/O—Port-of-Spain Skills Specialist, the Jamaica Employer's Federation (JEF) and the Saint Lucia Employers' Federation (SLEF) participated in an ILO Regional Workshop entitled “Informal Economy in Latin America and the Caribbean: The Role of the Formal Private Sector and Business Organizations”. In July 2014, RBSA funding was allocated to support work in Jamaica under the ACI on “Formalization of the Informal Economy”. The RBSA allocation is intended to support capacity building of local communities to foster employability and better jobs within the framework of both national and local development policies. The work is due to be completed by the end of September 2015.

4.3 ILO'S GLOBAL PROGRAMMES IN THE CARIBBEAN³⁵

A number of ILO's global programmes have also implemented activities in the subregion. Notable amongst these are summarized below.

4.3.1 Work for Youth (W4Y) 2013–2015 implemented in Jamaica (HQ-GLOBAL)

The Work4Youth (W4Y) project is a partnership between the ILO Youth Employment Programme and The MasterCard Foundation. The project has a budget of US\$14.6 million and will run for five years to mid-2016. Its aim is to “promot[e] decent work opportunities for young men and women through knowledge and action”. The immediate objective of the partnership is to produce more and better labour market information specific to youth in developing countries, focusing in particular on transition paths

³⁵ No data were available for the following global programmes: Assessing and Addressing the Effects of Trade on Employment Jamaica (dates unknown) (HQ-GLOBAL); USDOL Country Level Engagement and Assistance to reduce Child Labour (CLEAR) 2014-present. (HQ-GLOBAL) (See Annex V.)

to the labour market. The assumption is that governments and social partners in the project's 28 target countries will be better prepared to design effective policy and programme initiatives once armed with more detailed information.

4.3.2 Tackling Child Labour through Education (TACKLE) 2009–2013 in Guyana and Jamaica managed by IPEC (HQ-GLOBAL)

TACKLE is an ILO project launched with funding from the European Commission (EC) to fight Child Labour in 12 countries across the African, Caribbean and Pacific Group of States (ACP). The objective of TACKLE is to contribute to the withdrawal of children engaged in child labour, and to prevent their entry into employment by offering alternative education and training opportunities, thereby contributing towards poverty reduction. TACKLE Jamaica was launched in 2009 and TACKLE Guyana in 2010. In Guyana, as part of ILO's World Day Against Child Labour Campaign in 2012, representatives of government, workers and employers signed a Communiqué outlining their commitment to continue to tackle the issue of child labour. Core trade union groups were established to promote increased school attendance rates by monitoring the activities of children in the communities, and networking with key actors influencing school attendance.

Jamaica undertook a comprehensive review of all national legislation in relation to the Worst Forms of Child Labour Convention, 1999 (No. 182) and the Minimum Age Convention, 1973 (No. 138) to promote legislative harmonization and improved enforcement. The Trade Union Confederation developed and adopted a Child Labour Policy while employers' organizations and government drafted policies. In addition, child labour was included in other relevant national policy frameworks such as National Education Policy and the corporate plan and activities of the Poor Relief Department, thus ensuring policy coherence.

The IPEC TACKLE projects in Guyana and Jamaica were implemented through National Officers who reported to ILO/HQ though the Director of DWT/O—Port-of-Spain provided a useful liaison function with Geneva, as necessary. The External Evaluator was able to interview only one former staff member of TACKLE in Jamaica, a project that concluded in 2013.

4.3.3 Quality and equity through processes based on institutional strengthening, socialization and collective management of knowledge

The project aimed to contribute to the vocational training policies and counselling and employment support in Latin America and the Caribbean (Jamaica) in order to increase their quality and equity through processes based on institutional strengthening, socialization and collective management of knowledge. The specific objectives were to deepen and improve knowledge, best practices and strategies developed by the participating institutions in previous phases of the Swiss Agency for Development Cooperation (SDC)-ILO/Inter-American Centre for Knowledge Development in Vocational Training (CINTERFOR) collaboration. The most important achievement of the project was knowledge sharing among the employment services institutions in the participating countries. In the case of the Caribbean, only Jamaica was involved. Intra-regional projects could have an important role in promoting South-South collaboration, but would probably be more beneficial if they involved more than one country in the subregion.

4.3.4 ILO/USDOL/PEPFAR/HIV/AIDS workplace Education Project, Guyana 2004–2014 (HQ-GLOBAL)

The ILO's support for workplace interventions in the Caribbean has focused on the development and implementation of national HIV and AIDS workplace policies and programmes to facilitate access within a sustainable framework of prevention, treatment, care and support services for workers and their fami-

lies. Barbados, Belize, Guyana, Jamaica, and Trinidad and Tobago participated in a three-year Workplace Education Project funded by the United States Department of Labor (USDOL) (2003–2008) and have subsequently implemented measures to address discrimination and behaviour change through the workplace. Guyana continues to implement an ILO Programme with funding from the United States President's Emergency Plan for AIDS Relief (PEPFAR). More than 20 enterprises in 11 sectors – a combined total of 25,000 employees – have benefited from ILO's Workplace Programme on HIV and AIDS in Guyana.

The HIV/AIDS Specialist based in Port of Spain provided good support to the ILO/USDOL/PEPFAR HIV/AIDS Workplace Education Programme in Guyana, but the post was suppressed in 2013.

It is not clear to what extent achievements and findings of these global projects have been systematically integrated into DWT/O—Port-of-Spain supported activities in other countries in the subregion.

4.4 WORK PLANNING

The first Office-wide workplan was developed for the current biennium 2014–2015. Prior to this date, individual specialists have had their own activity-based workplans, which have been developed through a mixture of pro-active and reactive relationships with clients. The Evaluator has seen the workplan of only one specialist for previous biennia.

The current workplan (2014–2015), and the TA activities charts (2010–2013) prepared for the evaluation by DWT/O—Port-of-Spain, reflect specialists' activities in their respective spheres but largely omit the role and activities of Management, Programme, Human Resources and Finance, and Information Communication and do not indicate where consultants are used, which might be expected when the programme embraces such a large number of countries. This workplan limitation means *inter alia* that subregional and country activities that have been spear-headed by the director of the time may not be fully reflected.

4.5 PROGRAMMING THROUGH THE IRIS STRATEGIC MANAGEMENT MODULE (SMM)

As the DWCP results matrices are in most cases not well-developed and the DWT/O—Port-of-Spain has not developed DWCP implementation plans, the CPOs have been developed and entered into IRIS on the basis of the approved workplans of individual specialists, and are normally the result of discussions between the specialists and programme staff in Port-of-Spain, programme analysts and technical units at HQ, and the Regional Programming Unit.

Most CPOs in the documentation provided by DWT/O—Port-of-Spain are clearly linked with the concerned P&B outcome and outcome indicator.

Caribbean subregional CPOs (with SPS as the first three letters) are also fully developed with indicators and measurement criteria but they remain pipeline and are, therefore, not reported in IRIS. This means that in the case of the Trinidad Office, where a large number of activities are subregional, only when an individual country demonstrates commitment to an activity can it become linked to a CPO and have chance of becoming a target.

The Trinidad Office has been participating with HQ and RO-Lima in periodic programme meetings in April and November, and reporting on results achieved under target CPOs.

5. FINDINGS OF THE EVALUATION

5.1 RELEVANCE

5.1.1 DWCPs

The contents and priorities of the DWCPs seem broadly relevant to the socio-economic situation and issues of concern in their respective countries, although no situation analysis or country profile to show the broader context of the world of work has been developed. Some of the specialists who were interviewed said that recent economic crises, particularly that of 2013, might necessitate modification of DWCPs after the country reviews which are recommended and envisaged. Only two countries – the Bahamas and Belize – have revised or revisited the DWCPs since they were first signed to ensure their relevance.

Table 4. Themes covered in different countries where DWCPs have been developed³⁶

Priority		Country										
		Antigua and Barbuda	The Bahamas	Barbados	Belize	Dominica	Grenada	Guyana	Mont	Saint Lucia	Saint Kitts and Nevis	Saint Vincent and the Grenadines
		2010	2008	2012	2012	2010	2010	2012	2010	2010	2010	2010
Decent employment and income												
1	Create green jobs and decent work	✓	...	...	...	...	...	✓	...	...	...	...
2	Develop a culture of entrepreneurship and strengthen local entrepreneurs to be competitive in existing and new economic activities	...	...	✓	...	...	...	...	...	...	...	...
3	Develop and enhance TVET	...	...	✓	...	...	...	✓	...	...	...	...
4	Develop entrepreneurship education and training and cooperatives	...	...	...	...	...	...	✓	...	...	...	...
5	Strengthen employment policies and policies to facilitate enterprise-creation	...	...	✓	...	...	...	...	...	...	...	...
6	Strengthen LMIS	✓	...	...	...	✓	✓	...	✓	✓	✓	✓

³⁶ Ibid., footnote 25 (ref. 2).

Priority		Country										
		Antigua and Barbuda	The Bahamas	Barbados	Belize	Dominica	Grenada	Guyana	Mont	Saint Lucia	Saint Kitts and Nevis	Saint Vincent and the Grenadines
		2010	2008	2012	2012	2010	2010	2012	2010	2010	2010	2010
7	Strengthen the public employment service and enhance its linkages with national initiatives for skills development, with a special focus on disadvantaged groups	...	...	...	✓	...	...	...	...	...	...	...
Social dialogue and tripartism												
8	Increase dialogue among government, employers and workers on national and regional social and economic issues	✓	✓	...	...	✓	✓	...	✓	✓	✓	✓
9	Institutional strengthening	...	✓	...	...	...	...	...	...	...	...	...
10	Institutional strengthening of the tripartite partners	...	...	...	✓	...	...	...	...	...	...	...
11	Strengthen the capacity of the labour administration system	...	...	...	...	...	✓	...	...	...	...	...
12	Strengthen the capacity of the tripartite partners and improve public awareness of their roles and functions	...	...	✓	...	...	...	...	...	...	...	...
Social protection												
13	Promote inclusive workplace policies on HIV and AIDS	✓	...	...	...	...	✓	...	✓	✓	✓	✓
14	Promote inclusive workplace policies on HIV and AIDS, other chronic illnesses and persons with disabilities	...	...	...	...	✓	...	...	...	...	...	...
International labour standards												
15	Modernize and harmonize/review and update labour legislation	✓	✓	...	✓	✓	✓	...	✓	✓	✓	✓
Policy coherence												
16	Promote policy coherence	...	...	✓	...	...	...	...	...	...	...	...

Note: ... = not applicable.

The DWCP documents situate the programmes with respect to corporate and subregional commitments to the ILO DWA. However, with the exception of the DWCPs for the Bahamas and the countries of the OECS, no mention is made of any relevant priorities from the hemispheric level. There appears to be no clear guidance from the regional level as to how the programmes of ILO Caribbean contribute to and benefit from a larger framework of the Americas.³⁷

The Strategic Policy Framework (SPF) and the P&B for the respective biennia are not explicitly referenced. However, most DWCPs provide details on countries' ratification of and reporting on ILO Conventions, and a number provide data on countries' status under other SPF objectives.

³⁷ See for example: *Decent work in the Americas: An agenda for the hemisphere 2006–2015*, ILO, 2006, www.summit-americas.org/pubs/ilo_decent_work_2006-2016_en.pdf [accessed 2 Oct. 2015], which includes very little mention of the Caribbean subregion.

The DWCPs make reference to national development strategies, as appropriate, and note their alignment and or integration with those strategies. For the OECS countries, additional relevant frameworks are the MoU signed by ILO with the OECS in 2008, and ILO's collaboration with CARICOM overall.

All DWCPs refer to ILO's previous work with the tripartite constituents as a point of departure for future programmes.

Preceding or parallel subregional strategies and actions such as OSH and HIV/AIDS were reflected in many DWCPs on the basis of previous work at subregional level.

Gender inequalities or discrimination are not addressed systematically in any of the DWCPs although they are occasionally mentioned in the preamble to the proposed programme (Barbados, Saint Kitts) and, as noted above under section 4, implementation noted in the TA activities charts reflect a number of events related to gender mainstreaming during the period covered by the evaluation.

A number of DWCPs, notably those of Barbados, Guyana and Suriname provide details on the integration of the DWCP into the UNDAF framework. In the case of Barbados, the DWCP was regarded as ILO's contribution to the UNDAF for Barbados and the OECS. ILO responsibility is clearly indicated in the results frameworks for that UNDAF. Some UN resident coordinators said they would like ILO to participate more in the UN Country Team (UNCT) and/or task groups. For the UNDAF to work properly all parties need to better understand the complementarities between their different approaches to the issues of common concern. Several DWT specialists considered that ILO's particular expertise in the world of work made it ideally suited to being integrated into UNDAFs, and that the integration was also beneficial to the ILO. Some specialists commented on the need to align ILO concepts and terminology relative to TC with those used by other UN agencies.

The DWCPs for the OECS countries also mention integration with the same UNDAF (for Barbados and the OECS) although the actual linkages are less clear in the OECS DWCP documents. The DWCP for Guyana also indicates UNDAF links, and the DWCP for Suriname has adopted the UNDAF priorities across-the-board.

None of the DWCPs reflects the SIDS framework, perhaps as ILO has only become fully active in supporting this framework since 2013. Most SIDS-related activities to date have been spearheaded by the Director of DWT/O—Port-of-Spain. Constituents and stakeholders interviewed in Barbados, Guyana and Trinidad showed enthusiasm for the SIDS collaboration and considered that ILO should work to enhance the decent work component of SIDS activities, including but going beyond the present emphasis on the environment and green jobs. In fact a broader range of activities is already envisaged in the Barbados Programme of Action (1994) and Outcome Document of 2014.³⁸

The view was expressed by some members of the DWT that the substance of the DWCPs reflected the expertise available in the office too narrowly when the DWCP was being drafted, not envisaging that other specialists might be called upon from elsewhere in ILO, or engaged through consultancies, or, conversely, that some specialists might leave. The area of social security was said by some to have been neglected during the formulation of the DWCPs as the expertise was not represented in the office despite there being strong demand from national constituents for assistance in this area.

Some stakeholders viewed the DWCP as a new programme that might bring new funds rather than a conceptual and practical framework to integrate ILO's different approaches under the FPRW in a synergistic way. During the interviews, several ILO staff said that smaller and poorer countries had agreed to the development of the DWCP in the expectation that new funding would be imminent; larger and better off countries or those who had possible alternative sources of funding (e.g. Trinidad and Tobago, Jamaica) had not considered the DWCP necessary or relevant.

³⁸ Ibid., footnote 13.

5.1.2 Subregional and global strategies and actions

Although full background and programme documentation was not available, these activities are relevant to the subregion particularly in addressing youth employment, child labour, OSH and HIV/AIDS. The relevance of these themes has been demonstrated by their integration into DWCPs.

It appears that, over the period under review, DWT/O—Port-of-Spain has also been able to address emerging issues relating to entrepreneurship, the formalization of the informal sector, green jobs, the integration of persons with disabilities, etc., as well as continuing efforts with OSH, HIV/AIDS in the workplace and strengthening constituents' capacity in a number of other areas.

5.1.3 Online survey findings for relevance criterion

Findings from the online survey show that both tripartite constituents and ILO staff consider that the political will and commitment of national governments is a **Highly relevant** factor, along with constituents' priorities, objectives and capacities.

A high percentage of national constituents note the SPF and P&B as **Relevant**: SPF is considered relevant by 69.57 per cent of respondents, and P&B outcomes as relevant by 52.17 per cent.

In general, collaboration with regional institutions and plans are regarded as slightly more relevant by tripartite constituents than by ILO staff. Of the tripartite constituents, 39.13 per cent regard this as relevant and highly relevant.

Tripartite constituents rate the UNDAF framework as **Relevant** (39.13 per cent) or **Highly relevant** (34.78 per cent); whereas ILO respondents show some surprising results perhaps reflecting that the question itself was not clear, or that the respondent was unfamiliar with the situation in which case "N/A" would have been appropriate. For instance, for Suriname, where the DWCP has assumed all the priorities of the UNDAF, 35.71 per cent of ILO respondents regarded the UNDAF as **Somewhat relevant**; for Trinidad where the ILO chairs the UNDAF Poverty Alleviation Group only 7.14 per cent consider the UNDAF a **Relevant** framework.

Most donors express the view that ILO collaboration is **Relevant** or **Highly relevant** to their own portfolio with some dissenting voices for OECS countries where ILO's activities are regarded as Irrelevant by a quarter of the respondents.

5.2 COHERENCE

5.2.1 DWCPs

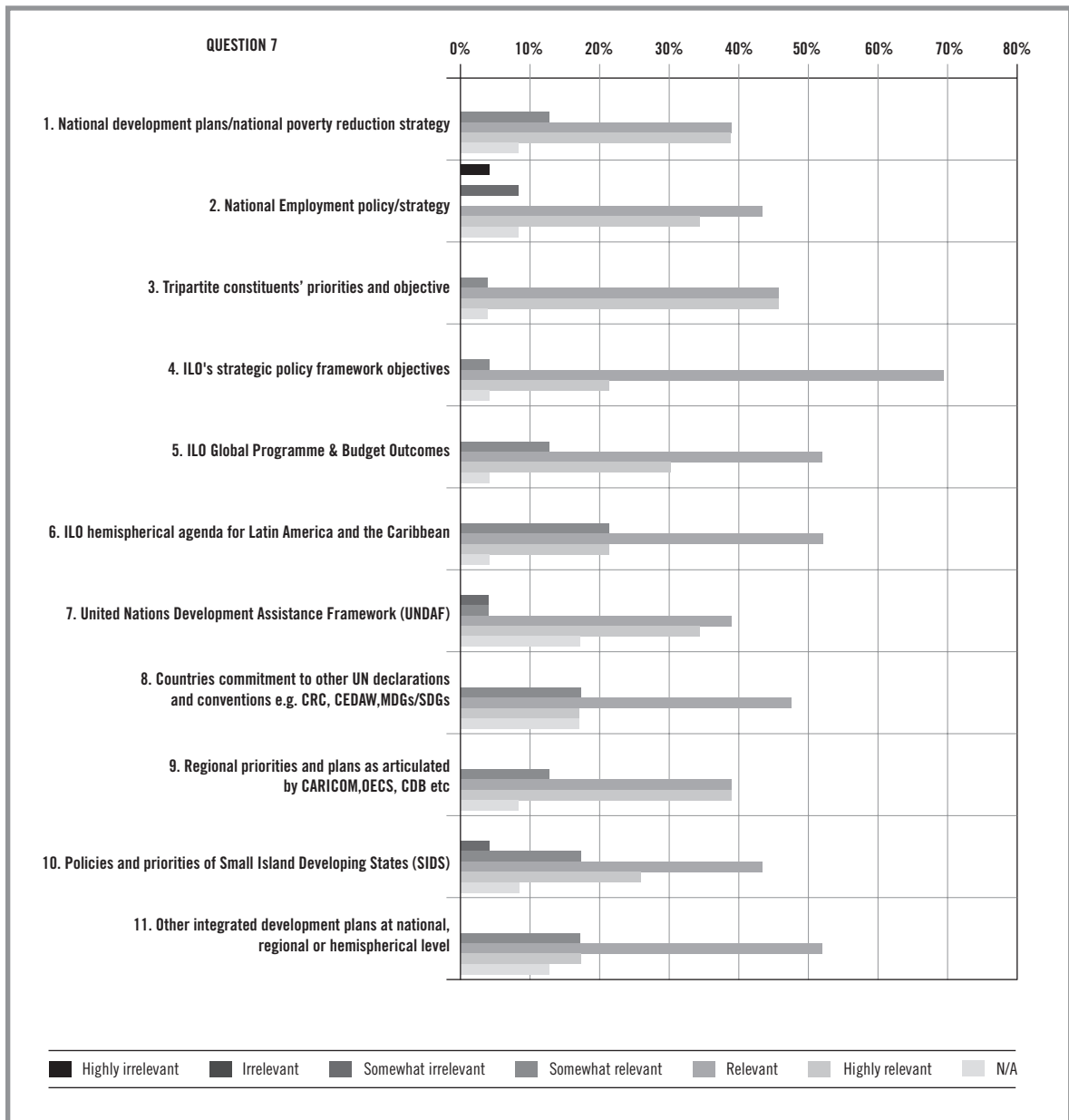
As noted above under paragraph 4.1, whilst the development and implementation of a DWCP generates a number of items of documentation integral to and evidence of the process, with the exception of the signed programme documents, and the final report of the CPR of Saint Vincent and the Grenadines, none of the anticipated documentation was available for assessment.

In general, the DWCP documents themselves represent missed opportunities to present the position of the DWCP in the DWA in a more coherent form, as well as the synergies between the FPRW and other strategic objectives. They also missed opportunities to present intended synergies between different elements of the overall process in the country concerned from baseline establishment through to national and constituent priorities and proposed inputs, activities, and outputs to outcomes achieved.

It would also be helpful to present more clearly the links between DWCPs and ILO subregional activities, with SIDS activities, and with the UNDAF where relevant. Any relevant South-South Cooperation in which the country was involved should also be highlighted.

Figure 2. Summary of national constituents' responses on Relevance

Question 7: Please rate the relevance of the following to the ILO's country strategy and programme



In the absence of implementation reports available for review, and with only one CPR for Saint Vincent and the Grenadines available, it is difficult to assess whether DWCPs are being implemented as integrated and coherent operational frameworks built upon synergies between the component parts. In most cases, the results matrices are not fully developed and do not follow the Logical Framework Approach. The Evaluator saw no DWCP workplans or reports from constituents and no DWCP implementation plan had been prepared by DWT/O—Port-of-Spain. Several constituents interviewed during the field visits were adamant that the DWCP in their country had not been implemented at all. However, as the evaluation team had very limited contact with constituents in the field, the full picture of DWCP implementation will only emerge after the country-by-country reviews planned by DWT/O—Port-of-Spain for the coming months have been undertaken.

This is not to say that priorities identified in the DWCP are not being addressed, but rather that they are being addressed through individual specialists' workplans that derive from interactions with and responses to their particular clients' needs rather than being based on the results matrices of DWCPs.

The issue of coherence between the different activities implemented also needs to be addressed at the level of the development and implementation of the workplan of the DWT/O—Port-of-Spain. This is an evolving process and the first office-wide workplan has been developed for 2014–2015. This is still largely only a compilation of the activities of individual specialists and omits the activities of other staff. As noted earlier (under section 4), the CPOs are, therefore, developed on the basis of specialist workplans rather than on the basis of the DWCP.

Although this is masked by the current workplan presentation according to individual specialist areas, synergies do exist between the work of different specialists. For example, the TA activities charts and individual interviews revealed that specialists on many occasions do cooperate in achieving a CPO which is the responsibility of one of them. However, in the absence of more systematic office work planning and regular office work planning meetings, and clear management guidance, collaboration between the specialists remains ad hoc rather than systematic, and several specialists have expressed the need for a more comprehensive and coherent system.

It also seems clear that several specialists (notably ILS, HIV/AIDS, ACT/EMP and OSH) have collaborated with their constituents on a sequence of activities involving training on ILS including Convention ratification and reporting, policy and legislative reform, the introduction of tools and methodologies, capacity building and public awareness raising, and that this is likely to lead to sustainability. This sequencing approach is somewhat in evidence for other thematic areas and activities, e.g. work on disability, domestic workers and the formalization of the informal sector, but is largely masked by the fragmented nature of the documentation and workplan presentation.

As detailed above, specialists are involved in a number of activities on a subregional level. They have involved work with institutions such as OECS and CARICOM (model legislation, LMIS) and are coherent at both country and subregional levels.

5.2.2 Subregional strategies and actions

Subregional activities, such as OSH and HIV/AIDS, have been conducted both at subregional and country levels and were integrated into a number of DWCPs.

A number of other activities also classified as subregional relate to special events such as the biennial meetings of the Caribbean Ministers of Labour,³⁹ the emerging work on SIDS, the Caribbean Forum on the Future of the Caribbean,⁴⁰ work with the Caribbean Court of Justice and collaboration with the UWI.⁴¹ Many of these meetings and activities are the responsibility of the director of the office and appear not involve a wide group of constituents or ILO staff.

The Caribbean Ministers of Labour Meeting, for example, whilst recognized as a milestone event would be more coherent with ILO's tripartite approach if it involved tripartite constituents to a greater extent. At the last meeting, the CEC and the CCL had observer status only. These ministerial meetings also need to be accompanied by technical meetings to address issues in the world of work, as was the case at the last meeting in the Bahamas in 2015. Overall, subregional events such as these need to be addressed more strategically if their potential is to be realized at country and subregional levels, and even at regional and global levels.

5.2.3 Global strategies and actions

Only a few instances of synergies and coherence have been noted in global activities being conducted at country level – mainly Guyana and Jamaica – and the wider subregion. However, it seems that work on child labour initiated in Guyana and Jamaica has had spin-offs in some OECS countries.

³⁹ See above at section 1.2.

⁴⁰ Caribbean Future Forum website: www.caribbeanfutureforum.com/ [accessed 2 Oct. 2015].

⁴¹ See section 4 on Implementation.

5.2.4 Coherence with UNDAFs

The TA activities charts and interviews with staff show that there is some alignment and coherence between DWT/O—Port-of-Spain’s activities and various UNDAFs established in the subregion, namely in Barbados, Belize, Guyana, Suriname, and Trinidad and Tobago, with collaboration perhaps being the most advanced in Trinidad where ILO chairs the Poverty Alleviation Group. ILO and other UN agencies need a fuller and more precise appreciation as to where their particular contribution on issues of common concern contributes to the overall effort.

5.2.5 Summary of online survey findings on coherence

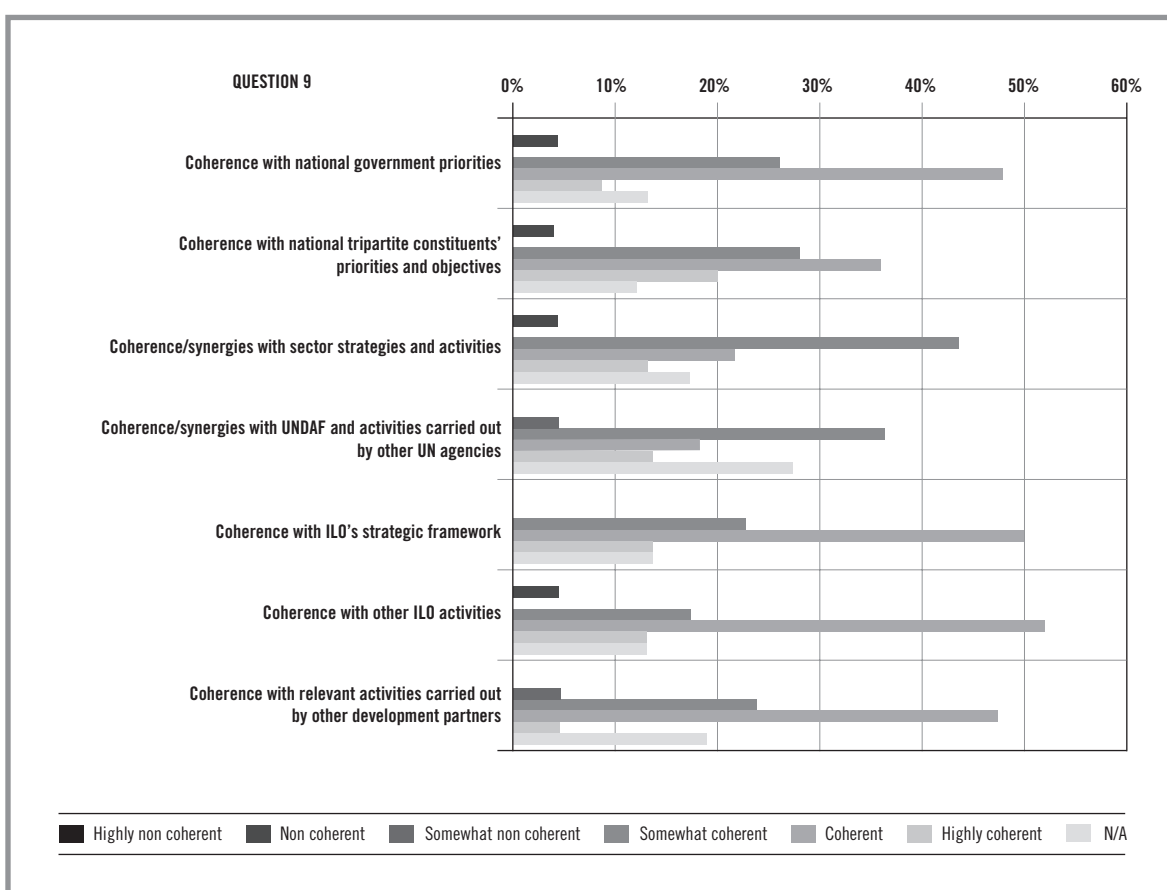
Of the tripartite constituents who responded to this question 47.83 per cent considered ILO’s support **Coherence with national priorities**, and 8.7 per cent **Highly coherent**. Thirty-six per cent considered ILO’s activities to be **Coherent with national tripartite constituents’ priorities and objectives** and 20 per cent **Highly coherent**. With respect to coherence with the activities of other development partners 47.62 per cent found ILO’s activities to be **Coherent**.

In general ILO respondents rated their activities with regard to constituents’ priorities equally or higher than the constituents rated them.

Donors regarded ILO’s programmes and actions Coherent or Highly coherent with the country situation across the subregion.

Figure 3. Summary of national constituents’ responses with respect to Coherence

Question 9: Please rate the level of coherence of the ILO’s strategy and programme in your country during the 2010-2015 period



5.3 EFFECTIVENESS

5.3.1 Results reported

Table 5 presents results in IRIS for the Bahamas, Barbados, Jamaica, Saint Lucia, and Trinidad and Tobago for the biennium 2012–2013. All other countries under the evaluation also reported results in IRIS.

Table 5. Summary of results reported for the Bahamas, Barbados, Jamaica, Saint Lucia, and Trinidad and Tobago for 2012–2013.

CPO	P&B Outcome	Results achieved	ILO contribution*
The Bahamas			
Bahamas/BHS801 Strengthened institutional capacity of employers' organizations	Outcome 9	Staff of the Bahamas Chamber of Commerce and Employers' Confederation (BCCEC) conducted follow-up assessment and support activities for entrepreneurs who had previously undergone training. BCCEC established a new service for members and potential members on enterprise skills development.	The ILO provided technical support to design and develop BCCEC's training programme on Enterprise Skills including a Training-of-Trainers Workshop for BCCEC staff in Grand Bahama.
Barbados			
Barbados/BRB102 Strengthened capacity for enterprise development in Barbados	Outcome 3	A logical framework and workplan were developed and endorsed by the government and social partners as a result of the programme implemented in Barbados for the creation of an Enabling Environment and Sustainable Enterprise (ESEE) programme. The workplan highlights three critical areas for policy action. These are the legal and regulatory framework, education and training, and lifelong learning and the development of an entrepreneurial culture. The government has developed policy measures to assist with the development of small and medium enterprises (SMEs) and entrepreneurship. These measures were incorporated into the National Budget of 2012 and 2013.	The ILO facilitated the ESEE programme and provided technical support. In this regard, 4 technical tripartite workshops and a dissemination forum were held and the ILO, with the assistance of the social partners, produced the Employment Report No. 18 of 2012 entitled <i>The Enabling Environment For Sustainable Enterprises in Barbados</i> . A tripartite training workshop on the ILO's Start and Improve Your Business (SIYB) training module was implemented at national level organized with the Barbados Employers' Confederation and facilitated by the ILO to begin implementation of the workplan associated with the ESEE programme.
Barbados /BRB126 Barbados has adopted policies and programmes promoting improved safety and health at work	Outcome 6	The government proclaimed the entry into force of the new OSH legislation on 1 January 2013. The development process for the new OSH legislation for Barbados was based on tripartite consultation through national tripartite OSH advisory body.	Provided consultations with tripartite partners to facilitate the adoption process, with support of RBSA. Assisted the National Tripartite Committee on OSH, the MoL and social partners in organizing events and developing tools to raise awareness on the new Act, which were partially funded by RBSA.
Barbados/BRB801 Strengthened institutional capacity of employers' organizations	Outcome 9	The Barbados Employers' Confederation (BEC) established a new service for members and potential members on enterprise skills development. Four staff developed four different business plans to enable training to be offered to a variety of entrepreneurs.	Provided technical and financial support to design and develop BEC's training programme on Enterprise Skills including a training-of-trainers' workshop for staff of BEC and their affiliated members, the Barbados Small Business Association and the Barbados Youth Business Trust.
Jamaica			
Jamaica /JAM126 Improved safety and health at work	Outcome 6	Ministry of Labour and Social Security, through Department of Occupational Safety and Health, developed National OSH profile in December 2013. The development and endorsement of the profile was based on tripartite plus consultation.	Provided consultations with tripartite partners to facilitate the process, with support of RBSA. Provided technical and financial support to drafting and consultations, which were funded by RBSA.

CPO	P&B Outcome	Results achieved	ILO contribution*
Jamaica/JAM901 Tripartite constituents in Jamaica have reviewed and revised the national workplace policy on HIV/AIDS	Outcome 8	Eight enterprises from the food and beverage industry have established workplace HIV programmes and signed on to a proclamation on HIV/AIDS and the world of work. Focal points in each of the participating enterprises in the sector were trained to ensure sustainability of the HIV workplace programmes.	With fund from the government of Norway, the ILO provided technical advisory support to the MoL (through workshops and seminars) to develop the workplace programmes and to train the focal points.
Jamaica JAM801 Strengthened institutional capacity of the employers' organization in Jamaica	Outcome 9	The Jamaican Employers' Federation (JEF) developed a commercial strategy for the period 2012–2015, which was endorsed by the JEF Council in August 2012. The strategic plan focused on how to diversify the income of JEF to ensure its ongoing growth and viability.	The ILO provided technical and financial support to undertake an organizational review of JEF to identify areas of focus to develop new income streams.
Saint Lucia 2013–2014			
Saint Lucia/LCA151 Strengthened capacity to compile, analyse and disseminate information on conditions in the labour market	Outcome 1	The Central Statistical Office, the Insurance Institution and the Labour Department jointly maintain an online "one window" facility to disseminate labour market information/statistics, including the MDG Decent Work Indicators. Utilizing the available labour market information, a government task force, in collaboration with the ILO, produced a labour market analysis report and identified the key labour market issues.	The technical support provided by the ILO included designing and deploying the information systems and software, assisting with the Labour Market Analysis and delivering related training.
Saint Lucia/LCA126 Relevant training has been made more accessible to people with disabilities	Outcome 2	At the end of the ILO capacity-building workshop, policy-makers designed an inclusive decent employment strategy for persons with disabilities. A Task Force constituted through the MoL has reviewed the Saint Lucia draft National Policy for Persons with Disabilities "Action 4.5: Equal Employment Opportunities and Conditions". Training programmes at the National Blind Welfare Association, and Lady Gordon Opportunity Centre were reformed to provide access to skills training and opportunity for employment to visually and hearing impaired students respectively.	Technical advisory services were provided to the MoL and the constituted Task Force on UN policy on persons with disabilities and ILO employment policies and Code of Practice for employment of persons with disabilities. The ILO delivered a 2-day workshop to strengthen the capacity of government ministry officials, and the social partners on the UN Convention on Persons with Disabilities, and ILO relevant Conventions and Recommendations on the employment of people with disabilities. The ILO provided support and a 5-day training workshop in entrepreneurship education and curriculum implementation, to enable disability organizations and TVET Council to integrate entrepreneurial skills into their curricula for trainees with disabilities to consider self-employment.
Saint Lucia/LCA152 Saint Lucia has improved the knowledge and information base on the coverage and performance of the social security system and extended coverage of the system to the self-employed	Outcome 4	Generated social security statistics that are publicly available. Information on expenditure available for old age, survivors, disability, maternity, employment injury and sickness.	Collected social security data and made them internationally comparable. Data made available through the ILO's Social Security Inquiry and for national policy formulation. Disseminated data through the ILO World Social Security Report.

CPO	P&B Outcome	Results achieved	ILO contribution*
Saint Lucia/LCA851 Strengthening the capacity for dispute prevention and resolution	Outcome 12	The Saint Lucia government negotiating team (GNT) concluded a three-year collective agreement on wages and benefits with several public service unions / associations organized under the Trade Union Federation (TUF). These included agreements with the Police Welfare Association (22 March 2013), the Saint Lucia Teachers Union (30 March 2013), the Saint Lucia Fire Service Welfare Association, the Saint Lucia Correctional Service Welfare Association and the Medical and Dental Association, the Saint Lucia Nurses' Association and the National Workers' Union and the Vieux Fort General and Dock Workers. The Saint Lucia Civil Service Association was the last to sign (18 April 2013).	The ILO provided training and facilitation to assist the social partners in public services to negotiate and conclude collective agreements in a highly adversarial climate. <ul style="list-style-type: none"> The ILO (including the workers' and employers' bureaux) delivered a five-day tripartite training workshop on conciliation/negotiation skills to government conciliators as well as the social partners. Participants included negotiators from several of the public sector unions, other trade union leaders, shop stewards, 9 leading managers (general managers or HR managers) of private enterprises and 2 participants from the Employers' Federation (SLEF). The training programme was widely covered by television, radio and print media. The ILO facilitated a national tripartite roundtable with over 30 high-level and representative tripartite participants to agree on the establishment of a national social dialogue forum to improve the industrial relations climate. These roundtable discussions took place at the height of the dispute about public wage increases and shortly before the subsequent collective agreements with several trade unions.
Trinidad and Tobago			
Trinidad and Tobago TT0201 Trinidad and Tobago has improved the knowledge and information base on the coverage and performance of its social security system	Outcome 4	Trinidad and Tobago TT0201 Trinidad and Tobago has improved the knowledge and information base on the coverage and performance of its social security system	Collected social security data and made them internationally comparable. Data made available through the ILO's Social Security Inquiry and for national policy formulation. Disseminated data through the ILO World Social Security Report.
Trinidad and Tobago / TT0126 Tripartite constituents are actively involved in the promotion of safety and health at work	Outcome 6	Nation-wide OSH awareness-raising strategy designed and implemented by the government in collaboration with social partners. Labour inspection service on occupational health and hygiene upgraded. A mechanism for reporting occupational diseases established.	Assisted MoL to organize national OSH week as a member of organizing committee with technical inputs. Assisted the MoL to establish an occupational health and hygiene working group and served as a member.

Notes: * = reported results were validated with reference to the TA/TC activities charts prepared by DWT/O—Port-of-Spain for the HLE, MoL = Ministry of Labour.

5.3.2 Other DWT/O—Port-of-Spain reporting for the period 2012–2014⁴²

In addition to reporting through IRIS, the DWT/O—Port-of-Spain has produced a number of publications, widely shared within the ILO, and with constituents and stakeholders which provide more comprehensive reporting on the overall process and achievements at country and subregional levels.

Perhaps most importantly, and unlike IRIS reporting, these publications provide important feedback to constituents, the majority of whom are not involved in or aware of the results of the formal reporting process.

To complement Results Reported for the Biennium 2012–2013 under section 5.3.1 some significant activities, outputs and achievements over the period 2012–2014 are reflected here.

⁴² Ibid., footnote 25 (ref. 2).

a) LMIS

The Planning Institute of Jamaica (PIOJ) and the Statistical Institute of Jamaica (STATIN) in collaboration with the ILO conducted the School-to-Work Transition Survey (SWTS) in Jamaica from February to April 2013. Jamaica was one of four countries in Latin America and the Caribbean that implemented a SWTS under the framework of the Work4Youth Project. Overall, the findings highlighted the importance of aligning the education and training system with the needs of employers and young job seekers and emphasized the need for increased avenues for technical and vocational skills training in Jamaica. A second phase to explore those activities further was implemented from August 2014.

The OECS Secretariat, with the support of the UNICEF Eastern Caribbean Area Office, facilitated the fourth Meeting of the OECS Living Standards Measurement Committee (LSMC) in April 2014 in Barbados. The ILO developed with the OECS a harmonized Labour Force Survey (LFS) for all OECS countries. The core discussions of the meeting were advancing the Sustainable Household Data Collection Programme for the Measurement of Living Standards and the Multi-Dimensional Approach to Poverty Measurement (MPM) in the OECS. It was agreed that the LFS should be the core survey of a multi-annual survey programme in OECS countries. It was also agreed that the MPM would be utilized to monitor and evaluate how poverty is evolving in the countries.

Members of the Caribbean Labour Market Information Systems (CLMIS) Technical Task Force are equipped to support the enhanced efficiency of departments of labour as a result of two training workshops conducted in May 2014 in Grenada and Saint Lucia. The OECS Secretariat facilitated the workshops, with support from the 10th European Development Fund (EDF) and DWT/O—Port-of-Spain.

b) skills and training

The ILO DWT/O—Port-of-Spain and CINTERFOR, with the support of the Association of Caribbean States (ACS) and the National Industrial Training Service of Brazil (SENAI) organized a workshop in May 2014 in Trinidad and Tobago. The workshop was the result of strengthened South-South Cooperation through the 41st Technical Committee Meeting of the ILO CINTERFOR held in Trinidad and Tobago in July 2013. The specific focus of the Training Workshop, entitled, “Anticipating Skills Requirements in the Tourism Sector”, was “Occupational Trends” and “Emerging Demands”.

In Saint Lucia, 35 representatives of TVET Councils and National Centre for Persons with Disabilities were trained to implement entrepreneurial skills in the training curricula as an integral part of TVET programmes. The training was conducted in September 2013 and is in line with the priorities of the DWCP for Saint Lucia.

In Trinidad and Tobago, the ILO has provided technical support and advice to the National Centre for Persons with Disabilities (NCPD) since its inception in 1964. In 2011, support was provided through a workshop for NCPD instructors on entrepreneurship with a specific focus on self-employment. The subjects have since become a part of the Centre’s core curriculum and implementation has continued from 2012 to the present.

c) Child labour

A Communiqué outlining the commitment of tripartite constituents to tackling the issue of child labour in Guyana was signed in 2012. While the social partners agreed to “ensure effective monitoring is in place to embrace the fight against child labour in supply chains” the government specifically committed to the “enforcement of national legislation and to facilitating sufficient budgetary allocations”. In Jamaica, a comprehensive review of all national legislation in relation to Conventions Nos. 182 and 138 was undertaken. The Trade Union Confederation developed and adopted a Child Labour Policy while the employers’ organization and government drafted policies. Child labour was also included in national

policy frameworks, such as the National Education Policy and the corporate plan, and the activities of the Poor Relief Department, thus ensuring policy coherence.

In February 2013, the ILO-EU Tackling Child Labour through Education (TACKLE) Project in Jamaica launched a Handbook on Child Labour. The publication supports the enhancement of the knowledge base on child labour by providing guidelines for professionals who encounter instances of child labour in the course of their work.

Increased ratification of ILS during the period covered by the evaluation

The results of technical support and advocacy to Caribbean constituents (through gap analyses, seminars and conferences) in favour of the ratification of Conventions are outlined in Table 6 below.

Table 6. Ratification of Conventions during the period of the HLE

Convention	Ratified by	Date
Maritime Labour Convention, 2006	Saint Kitts and Nevis	21 February 2012
Maritime Labour Convention, 2006	Barbados	20 June 2013
Domestic Workers' Convention, 2011	Guyana	09 August 2013
Employment Policy Convention, 1964 (No. 122)	Trinidad and Tobago	19 September 2013
Maritime Labour Convention, 2006	Belize	08 July 2014

e) Social dialogue

Ministers responsible for labour, gender and social development as well as the presidents of the CCL and the CEC decided to institutionalize a Regional Social Dialogue Mechanism at the 26th Meeting of the Council of Human and Social Development (COHSOD) CARICOM in Georgetown, Guyana, in May 2014. Thirteen countries and one NMT participated to discuss policy coherence through the integration of labour and gender in the promotion and advancement of the CARICOM Development Agenda. The ILO's approach to ensuring that countries have accurate and up-to-date data to support labour market expansion through policy development via efficient Labour Market Information Systems was show cased.

A proposal for the establishment of a Regional Tripartite Forum was one of the major outcomes of the 54th Annual General Meeting (AGM) of the CEC in Saint Lucia in May 2013. The AGM focused on progress in consolidating CEC's relationship with the CCL as both regional organizations that share a goal of increased involvement in the workings of CARICOM. At the Eighth Meeting of Caribbean Ministers of Labour (July 2013), it was agreed that the formalization and institutionalization of social dialogue at national and regional levels would enable more effective inputs to economic and social policies at all levels. This resulted in a call for the institutionalization of a Regional Social Dialogue Mechanism.

Mechanisms for labour dispute settlement were strengthened and revitalized. The critical role of labour officers in promoting and ensuring social peace and harmonious industrial relations was one of the highlights of capacity-building interventions in Saint Lucia (March 2012), Antigua and Barbuda (December 2012), Trinidad and Tobago (March and May 2013) and Grenada (August 2014). The number of agreements reached in labour disputes subsequent to the training has significantly increased.

f) Work on green jobs policy initiated

The Ministry of Labour and Small and Micro Enterprise Development, Trinidad and Tobago, with the support of the ILO, commenced the formulation of a policy on green jobs. The ILO Green Jobs Programme promotes a practical and coherent strategy that recognizes a strong interdependence between the need for social development and the urgency to act on climate change.

g) HIV/AIDS

Through a partnership with PAHO's HIV Caribbean Office, the ILO supported Aruba, Anguilla, Curacao, Montserrat, Saba and Saint Martin on a project funded by the EU on Strengthening the Integration of the British and Dutch Overseas Caribbean Territories (OCTs) in the Regional Response to HIV/AIDS within the framework of the Pan-Caribbean Partnership against HIV and AIDS (PANCAP). During the period 2003–2008, Barbados, Belize, Guyana, Jamaica, and Trinidad and Tobago were all beneficiaries of a three-year workplace education project funded by USDOL. From 2010, support was provided to the HIV and AIDS Advisory and Sustainability Centre (HASC) in Trinidad and Tobago, which was put in place as a result of the USDOL project. A three-year transitional plan to national ownership was initiated in 2013 in Guyana. The CCL, in collaboration with the ILO and PANCAP, successfully reinforced the capacity of 97 trade unionists to implement workplace programmes on HIV and AIDS in their workplaces during 2012. Seventeen Workers' Organizations from 12 CARICOM countries have now trained and equipped leaders, industrial relations officers, focal points and peer educators.

Table 7. Actions taken to prevent discrimination in the workplace on account of HIV/AIDS

Country	Year	National Response
Anguilla*	2012	National Workplace Policy adopted
Aruba*	2012	Draft National Workplace Policy developed
Antigua and Barbuda	2010 2013	Decent Work Country Programme Priority Pilot Workplace Programme launched
Barbados		Sustainability Plan developed HIV Guidelines for the Public Sector developed
Belize	2012	Revision of National Workplace Policy initiated
Dominica	2010 2012	Decent Work Country Programme Priority Work on National Workplace Policy initiated
Grenada	2010 2013	Decent Work Country Programme Priority Draft National Workplace Policy developed
Guyana	2013	HIV and AIDS Workplace Regulations, 2001
Jamaica	2013	National Workplace Policy launched
Montserrat	2010 2014	Decent Work Country Programme Priority MoU for Implementation of Montserrat Workplace Wellness Programme (which incorporates HIV and AIDS) signed
Saint Kitts and Nevis	2010 2012 2013	Decent Work Country Programme Priority National Workplace Policy adopted Pilot Workplace Programme launched
Saint Lucia	2010	Decent Work Country Programme Priority
Saint Martin*	2012 2013	National Workplace Policy adopted MoU for Implementation of a Safe and Healthy Work Environment signed
Saint Vincent and the Grenadines	2010 2012 2013	Decent Work Country Programme Priority National Workplace Policy adopted Pilot Workplace Programme launched
Trinidad and Tobago	2008 2010	National Workplace Policy adopted HIV/AIDS 5-Year Sustainability Plan launched

Note: * = country not covered by the HLE.

Source: ILO. 2014. *Promoting sustainable development through decent work in the Caribbean 2012–2014 highlights* (Geneva).

h) OSH

The systems approach to OSH in line with the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187) was reinforced. At a national symposium in Jamaica in April 2013, which focused on the new OSH Bill, 150 stakeholders increased their awareness of the systems approach to OSH. A National OSH Profile was launched on 16 December 2013 in Jamaica. DWT/O—Port-of-Spain contributed to the development of the OSH Profile by sensitizing and coordinating with stakeholders as well as by providing technical inputs.

Table 8. Sector-specific management capacity enhanced with respect to OSH

Country	Result by sector
Mining	
Guyana and Suriname	In response to requests from MoL to improve safety and health in the mining sector, two training workshops specifically targeting small-scale mines were conducted in November 2012 and April 2013. The ILO collaborated extensively on technical assessments and consultations (including field visits) prior to the workshops in order to determine the level of needs. Both workshops provided a forum to acquire knowledge and skills specifically related to OSH in mining as well as to identify current problems and gaps at mining sites.
Hotel/hospitality	
Saint Lucia and Saint Martin*	In order to increase compliance with OSH legislation, representatives from the tripartite constituents in Saint Lucia and the employers' organization in Saint Martin are now equipped to conduct peer training on OSH Risk Assessment in the Hotel/Hospitality Industry. The training workshops were conducted in both countries in May 2013. In 2012, the ILO DWT/O—Port-of-Spain collaborated with the Saint Lucia Employers' Federation (SLEF) on a three-day training workshop on OSH in the Construction Sector.
Construction	
Dominica	A total of 41 managers, engineers and safety officers from member-organizations and enterprises of the Dominica Employers' Federation (DEF) benefited from a capacity building workshop on OSH Risk Assessment in the Construction Industry. Apart from the increased and improved competences, this interactive initiative resulted in the development of an Action Plan on OSH Risk Assessment in each organization and enterprise.

Note: * = not covered by the HLE.

Source: ILO Decent Work Team and Office for the Caribbean. 2014. *Promoting sustainable development through decent work in the Caribbean 2012–2014 highlights* (Port of Spain).

i) Employers' activities

A programme to strengthen the CEC's capacity to become more effective representative organizations both in terms of growing their membership and engaging in policy development was first introduced to the region in 2007. The third and fourth iterations of the CAMEO programme were held in 2011 and 2013, respectively. The 2013 activities saw a deviation from the basic programme to concentrate on a more strategic level. To that end, chief executive officers and presidents of employers' organizations from 19 countries and NMTs were brought together to hear presentations and engage in discussions on topics including: the impact of corruption on business costs; the improvement of productivity and competitiveness; ways of identifying and overcoming barriers to creating an enabling environment for sustainable enterprises; and ways of obtaining benefits for the business community and from the EU-CARICOM Economic Partnership Agreement. Each employers' organization was given the opportunity of making a presentation on the issues of main concern to its members as well as identifying their organizations' key successes, e.g. either a new or better service that had been developed or the implementation of a lobbying strategy that had an influence on policy development. A body of good practice initiatives were subsequently developed for use by all of the organizations.

With the focus on a Caribbean Single Market Economy by trading blocs such as the EU, the issue of an individual country breaching a core ILS with the potential of it becoming a regional matter with all countries suffering any consequence of such a breach was discussed. To raise employers' awareness of

the importance of protecting each country's reputation as a robust trading partner compliant with all international obligations for the benefit of the whole region, a series of 16 workshops were conducted throughout 2013. These workshops provided practical examples of the implementation of the ILO's eight fundamental Conventions by which each ILO member State must abide. Links between those standards and access to international markets were discussed with participants taking the opportunity to identify the weaknesses and the steps that could be introduced to overcome them. An issue identified by all employers as being of critical importance related to child labour and the need for lists of hazardous work (not to be performed by persons under 18 years of age) and light duties (that can be performed by children from 13 years of age to school-leaving age) to be developed in each country.

j) Workers' activities

The capacity of Caribbean Domestic Workers' Network (CDWN) Steering Committee members was strengthened. The ILO supported the CDWN Steering Committee in capacity building related to the responsibilities of non-profit boards and the effective conduct of meetings in Guyana from 6–7 July 2013. Since 2011, the CDWN has been advocating on behalf of domestic workers regionally. An information service, under the umbrella of Red Thread (a grassroots women's organization in Guyana) was established in Guyana. The service is called the, 'Clotil and Cora Self-Help Information Service' for domestic workers. A domestic workers' section in the Antigua Trades and Labour Union (ATLU) was formed. There have also been significant increases in the number of organized domestic workers. The Network, through its Jamaican affiliate, the Jamaica Household Workers' Union (JHWU) has been working with the national training agency in Jamaica (Heart Trust-NTA) to secure the establishment of a programme of National Vocational Qualifications (NVQs) for domestic workers so that more workers may take advantage of the free movement regime under the Caribbean Single Market and Economy (CSME).

The findings of a report on the gap between legislation and Convention No. 189 in six CARICOM countries (Antigua and Barbuda, Barbados, Guyana, Jamaica, Saint Lucia, and Trinidad and Tobago) were disseminated at a workshop held in December 2013 in Barbados. The study provides the CDWN with a platform for advocating for the ratification of the Convention as well as for their work in improving the working conditions of domestic workers in the region. With the support of the ILO, the CDWN also commissioned a study to determine the profile of the women domestic workers in Guyana. The information generated by the study will facilitate an evidence-based approach to organizing and designing programmes as well as the development of information targeting these women. Guyana is the sole country to date to have ratified Convention No. 189.

k) Gender mainstreaming

The ILO DWT/O—Port-of-Spain contributed to dialogue on the empowerment of women and sexual harassment in the workplace at a Seminar on Gender-Based Violence organized by the Embassy of Chile and the United Nations (UN) System of Trinidad and Tobago in Port of Spain, October 2013. The Seminar was designed to sensitize key stakeholders to issues of gender-based violence through exchanges. The DWT/O—Port-of-Spain was invited to the Seminar as a member of the UN Gender Theme Group in Trinidad and Tobago. In November 2013, the Institute for Gender and Development Studies (IGDS) commemorated its 20th anniversary with a regional symposium in which ILO participated, entitled "Continuities, Challenges and Transformations in Caribbean Gender Relations" at the UWI, Saint Augustine Campus. The need for continued dialogue and technical support in two specific areas was established on: (i) issues related to the gender gap in employment in the Caribbean Tourism and Hospitality sector; and (ii) support in the development of gender-sensitive policies for women in the small-scale farming sector.

l) Productivity and inclusive economic growth

Public-private partnerships (PPPs) are a mechanism whereby public and private interests can jointly address the challenges of promoting greater productivity and more inclusive economies. In November 2013,

the CDB organized a Forum on PPP for Sustainable Growth in the Caribbean in Barbados in collaboration with the IADB, Multilateral Investment Funds, the Public-Private Infrastructure Advisory Facility and the World Bank Group. TA from the ILO is envisioned in the area of support to the government in the development and implementation of PPP projects to support job creation, employment policy, skills development, and working conditions including safety and health at work.

m) Action on South-South Cooperation

From 1 to 3 July 2015, delegations from 25 countries of Latin America and the Caribbean, including the Bahamas, Guyana, Jamaica, and Trinidad and Tobago, concluded the activities of the Roundtable for South-South Cooperation focused on combating child labour, with the signing of four formal agreements, the definition of 16 commitments for activities and 50 expressions of interest for future collaboration.

ILO estimates that there are still 12.5 million children who work in the Latin American and Caribbean region. During the inauguration of the event, the ILO Regional Director for Latin America and the Caribbean, emphasized that is necessary to invest resources equivalent to 0.3 per cent of GDP to eliminate child labour by 2025.

The Roundtable was held within the framework of the Regional Initiative: Latin America and the Caribbean free of Child Labour, which was signed by the governments of the region and supported by the ILO.

South-South Cooperation, implemented in a horizontal manner and promoting experience exchanges, the efficient use of available resources and international solidarity, is considered an important alternative at a time when countries face the challenge to do more with less.

5.3.3 Summary of online survey responses on effectiveness

The responses of the tripartite constituents show a modest level of satisfaction with the effectiveness of ILO's operations in promoting the DWA in the subregion. ILO is thought to have been Effective in addressing issues of tripartism and social dialogue (63.16 per cent), labour administration (42.11 per cent), child labour (57.89 per cent), OSH (50 per cent), and discrimination in the workplace on grounds of HIV/AIDS (52.63 per cent). There are some reservations with respect to: the effectiveness of ILO CPOs in promoting implementation of the DWA and their link to the ratification of ILS; ILO's work in public-awareness raising; ILO's mandate; and its work on youth employment.

ILO respondents recognize that ILO's approach and procedures are not well understood by constituents and development partners, and that it is difficult to adapt ILO global procedures and formats to the subregional context without a stronger database and baseline data.

ILO respondents recognized that most DWCPs, strategies and actions lack a clear results matrix, which reduces the potential for monitoring and evaluation (M&E).

Over 80 per cent of respondents considered that internal management issues had reduced the Office's effectiveness in TC, and most considered that inputs from other units of the system had not been effectively coordinated. Activities under ILS, Labour Administration and Labour Inspection and Occupational safety and Health Branch (LAB/ADMIN-OSH) and LMIS were noted as having been the more effective interventions.

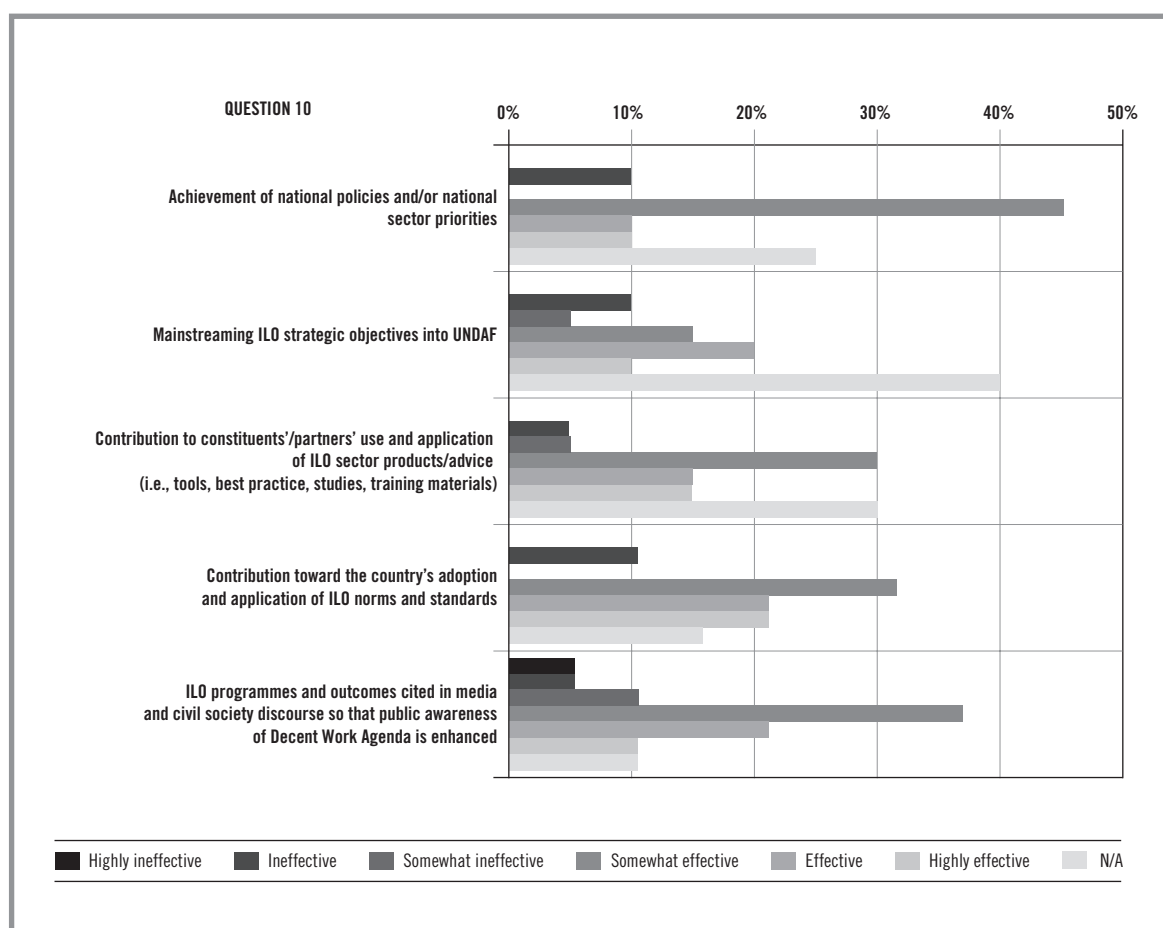
ILO staff consider that they have been **Most effective** in providing TA to constituents and stakeholders, and **Effective** in training and developing opportunities for future programming going forward. Initiatives towards national governments and employers were considered to have been **Highly effective**.

Collaboration with the UNDAF process was considered to have been **Somewhat effective** by 45.5 per cent of ILO respondents.

The majority of donor respondents thought that ILO had been **Effective** or **Highly effective** other than for its activities in Dominica and Saint Lucia, which were rated as Somewhat effective by 25 per cent of respondents.

Figure 4. Summary of national constituents' responses on Effectiveness

Q10 Please rate the effectiveness of the ILO's decent work country programme, strategies and actions in your country during the 2010–2015 period with respect to these dimensions



5.4 EFFICIENCY

5.4.1 Management

During the period covered by the evaluation (2010–2015), the office has often been characterized by poor communication between management and staff that has affected the office's internal cohesion, its ability to act coherently with respect to the outside world, and its collaboration with other units of the system notably the RO-Lima.

Lack of internal cohesion has also meant that many initiatives taken by former directors particularly at subregional levels, and with respect to interaction with the UN System Team/UNCT have not always been followed up.

It appears that relations with RO-Lima and technical units at HQ have been rather limited and sporadic, although the Regional Programming Unit may have been more continuously involved in direct programme management issues.

5.4.2 Staffing and staff capacity

During the period covered by the evaluation, a number of key specialist posts were vacant for an extended period of time. Other posts have been upgraded (Programme, Finance) and some suppressed (e.g. HIV/AIDS, 2013). The post of LMIS Specialist is currently vacant although this is a priority theme for the subregion. A former director has blamed the delay in filling key posts on HQ and the RO-Lima. The funds or “slippage” available as a result of posts being empty are managed by the RO-Lima. COs, including the office where the post or posts are vacant, must apply for funds to, for example, engage consultants to undertake the work that would have been performed by the former incumbent of the vacated post. The RO-Lima decides on the allocation of the slippage although there are no criteria determining allocation.⁴³

Specialists are highly qualified in their particular technical area, and are willing to take on new challenges and themes arising from country concerns, such as, for example, the integration of persons with disabilities into the workforce, and green jobs.

Some specialists have been slower to embrace or become involved with IRIS but it should also be noted that IRIS has not been fully rolled out at the CO levels. Other specialists appear to be comfortable with establishing CPOs linked to P&B outcomes in close consultation with their clients and delivering them during the biennium.

An important aspect of the office's work throughout the period has been building constituents' and other partners' capacities in all areas of specialization. The graduates of these courses constitute an important source of support going forward, but, unfortunately, there is no database recording the numerous graduates of the DWT/O—Port-of-Spain capacity-building exercises. As a result of their capacity-building, it appears that OSH and HIV/AIDS specialists established networks of resource persons available to support the work of the office but no further information on their functioning has been collected.

The office has maintained a detailed database of consultants employed in various activities during the period which shows that the majority of consultants engaged were from the subregion.

5.4.3 Work planning

As noted previously, the first office-wide workplan was developed for this biennium but is still based on the workplans of individual specialists which have in turn been developed through a mixture of pro-active and reactive relationships with their respective clients. The workplan largely omits to mention the role of Management, Programme, Human Resources and Finance, and Information and Communication, and does not indicate where consultants are used. Whilst some of the synergies between different specialists can be discerned from the current workplan and the TA activities charts prepared for the evaluation, they are often unclear. Similarly, the synergies between subregional- and country-level activities need to be more clearly spelled out.

In the future, it is planned to base the workplan on planned country and subregional programme objectives and outcomes, and to include all office units as well as external consultants. There will be clearer articulation between subregional and country activities.

5.4.4 Budgetary expenditure

The ILO FINANCE Department has provided a summary of expenditures recorded for DWT/O—Port-of-Spain budget allocations for the period of the evaluation. These data are presented in the following tables. Table 9 shows expenditures for RBSA, Extra-budgetary Technical Cooperation (XBTC) and RBTC, and table 10 show expenditures recorded under Regular Budget (RB) and Programme Support Income (PSI).

⁴³ It is understood that an independent study of the management of slippage resulting from posts being vacant is being launched by ILO/HQ.

Table 9. Regular Budget Supplementary Account (RBSA), Regular Budget Technical Cooperation (RBTC) and Extra-budgetary Technical Cooperation (XBTC) expenditures, 2010–15

Biennium	2010–11				2012–13				2014–15			
	Country	RBSA (\$)	XBTC (\$)	RBTC (\$)	Total (\$)	RBSA (\$)	XBTC (\$)	RBTC (\$)	Total (\$)	RBSA (\$)	XBTC (\$)	RBTC (\$)	Total ($)
Bahamas	...	...	13 113	13 113	...	...	1 500	1 500	...	...	...	0
Barbados	...	...	2 858	2 858	...	...	...	0	...	...	...	0
Belize	...	...	11 157	11 157	...	...	...	0	...	...	...	0
Caribbean Islands	501 981	0	373 608	875 589	564 801	0	372 405	937 206	35 112	250 849	378 822	664 782
Dominica	...	...	1 122	1 122	...	...	...	0	...	...	...	0
Guyana	...	0	...	0	...	63 311	5 000	68 311	...	0	...	0
Jamaica	0	...	...	0	0	...	14 476	14 476	177 223	...	4 600	181 823
Saint Lucia	...	...	...	0	...	...	19 480	19 480	...	...	...	0
Saint Vincent and the Grenadines	...	42 316	4 000	46 316	...	0	4 484	4 484	...	0	...	0
Suriname	...	35 433	...	35 433	...	0	...	0	...	0	3 870	3 870
Trinidad and Tobago	...	...	...	0	...	...	10 797	10 797	...	...	1 930	1 930
Grand total	501 981	77 749	405 857	985 587	564 801	633 311	428 143	1 056 255	212 335	250 849	389 221	852 404

Note: ... = not applicable.

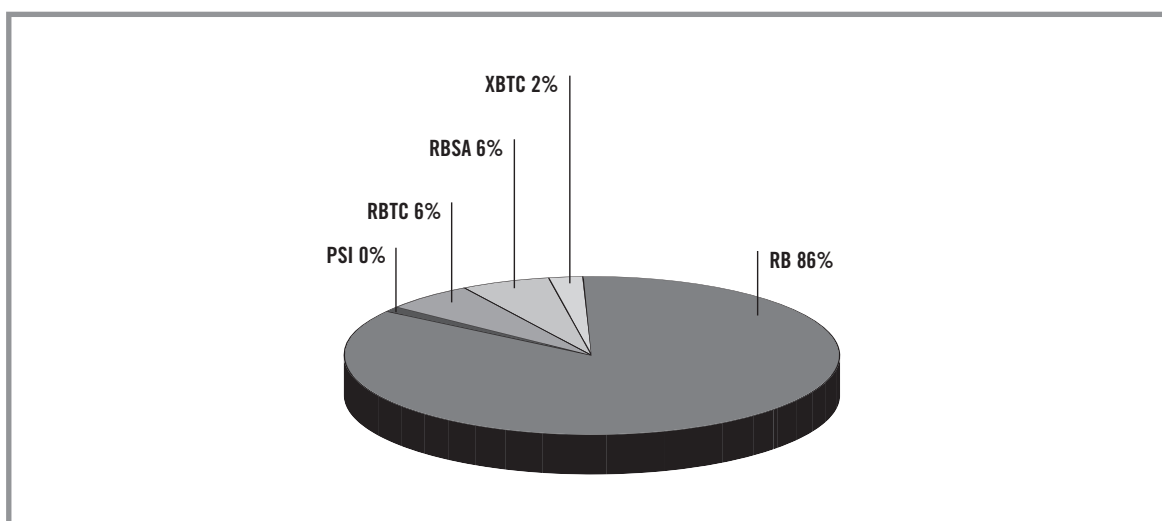
Particularly striking is the lumping of multiple member States under Caribbean Islands (SPS) which shows \$2,477,577 in expenditures for the three biennia under review, by far the largest amount of expenditures for the entire subregion. EVAL has been informed that it would not be possible to determine which countries are included under this heading, which raises serious concerns about the present coding of CPOs for the Caribbean. This situation has an effect on programme and financial management of country activities in the subregion. Moreover, it could very well be that some of the countries listed in table 9 are also included under Caribbean Islands.

Table 10. Regular Budget (RB) and Programme Support Income (PSI) expenditures 2010–15

FUND_DESC	Expenditure	2010 - 11	2012 - 13	2014 - 15	Grand Total
Regular Budget	P STAFF	4.137.622,37	4.389.109,79	3.305.257,00	11.831.989,16
	LOCAL STAFF	1.080.231,87	1.131.623,33	1.021.391,30	3.233.246,50
	TRAVEL ILO STAFF	274.362,50	240.394,42	177.388,44	692.145,36
	CONSULTANTS	16.254,96	40.885,51	11.062,56	68.203,03
	SEMINAR	15.856,33	1.701,28	8.659,37	26.216,98
	OTHERS	836.972,87	907.093,23	876.216,20	2.620.282,30
Regular Budget Total		6.361.300,90	6.710.807,56	5.399.974,87	18.472.083,33
Programme Support	TRAVEL ILO STAFF	27.997,51			27.997,51
	CONSULTANTS	19.999,52			19.999,52
Programme Support Total		47.997,03		21.232,90	69.229,93

As shown in figure 5 below, the majority of expenditures were related to RB (86 per cent) allocations, followed by RBTC and RBSA (6 per cent each) with relatively small amounts from XBTC and PSI sources. These figures demonstrate that DWT/O—Port-of-Spain have had relatively little success at resource mobilization though during interviews neither the office nor the constituents complained that the funds were inadequate to support their intended activities and ambitions. However, there does seem to be a possibility to raise funds through PPPs in the region or cost sharing, which should be approached strategically by the combined efforts of management, information communication, programme and appropriate specialist staff. Overall, cost sharing with countries has not been significant and typically includes contributions in kind in the form of venues, catering and communications.

Figure 5. Percentage of total expenditures by source of funds



Financial data on the training of national constituents in ITC-ILO are presented at Annex VI. It appears that very few of the costs for training constituents in Turin were borne by the DWT/O—Port-of-Spain, and the staff interviewed do not seem to have been involved in the selection of the trainees. In principle, it would be good to have complementarity between capacity-building exercises with constituents organized by DWT/O—Port-of-Spain and those conducted by ITC-ILO Turin.

5.4.5 Communication with tripartite constituents

From the interviews and email contacts, ILO staff appear to be satisfied with the quantity and quality of their contact with constituents, although the online survey presents a nuanced picture. However, it was remarked that constituents often change their priorities during the biennium, the actual process of moving towards an outcome takes longer than two years, or, conversely, achievements happen which have not been targeted at the beginning of the biennium and, therefore, cannot be reported on, all of which makes establishing, maintaining and reporting on CPOs problematic. None of these issues with the establishment of CPOs can be peculiar to the DWT/O—Port-of-Spain.

The process of establishing and reporting upon CPOs is, of course, internal to the ILO and constituents are not normally involved or aware of the process. Some specialists stated that they had tried to explain the process but that constituents either had not been or did not want to be involved. There had been some discussion within the DWT/O—Port-of-Spain of the need to reflect CPOs and P&B outcomes in the DWCP documents but, as yet, this has not been pursued. Change of government was also said to have delayed DWCP development in Guyana, although this is now resolved. A change of minister arrested the process indefinitely in Jamaica.

In general constituents appreciated the easy access they had to the DWT but tended to know only one or two specialists and were not aware of the total configuration of specialists available.

5.4.6 Collaboration with other ILO units

Collaboration between DWT/O—Port-of-Spain, ILO HQ and RO-Lima takes place within the context of establishing and reporting on CPOs. The Programme Unit is pivotal in this process liaising between specialists, programme analysts and technical units in Geneva, and the Regional Programming Unit.

There has also been some collaboration with RO-Lima within the framework of regional or global projects, e.g. with the ILO Programme for the Transition from Informal to Formal Economy (FORLAC) for the work that is ongoing in Jamaica.

Apart from the strong relationships between ACT/EMP and ACT/TRAV specialists and their respective departments in Geneva, there seems to have been relatively little technical support provided to DWT/O—Port-of-Spain by ILO HQ, although it seems very likely that global programmes in Guyana and Jamaica received technical support from the relevant units. No records were available on any missions from HQ during the period of the evaluation.

The ILS Specialist mentioned complementarity between his work and training courses organized by ITC-ILO Turin, and this may be a relationship the DWT/O—Port-of-Spain would like to explore for other thematic areas in order to ensure, for example, that the training of constituents in Turin is complementary to that organized for national constituents by DWT/O—Port-of-Spain. Currently, training of tripartite constituents in ITC-ILO Turin appears not to be coordinated with the many capacity-building activities organized by DWT/O—Port-of-Spain.

5.4.7 Collaboration with UN agencies and subregional institutions

There have been many contacts between the ILO and other UN agencies within and outside the UN-DAFs established in the region, but these could be enhanced in some key thematic areas and activities. In the subregion, for example, there appears to be a paucity of data for development programming across the board, including in the world of work, and closer collaboration and sharing is indicated here (e.g. for poverty and employment data, data on HIV/AIDS, gender equality, environmental issues, etc). This need has been particularly noted in the context of the establishment of a strong database at country and regional levels for TC overall.

Some respondents commented that some ILO staff seem ambivalent as to whether the Office belongs to the UN TC family, viewing ILO primarily as a standards-setting agency and not a TC agency, but if this ambivalence does exist it seems to be based on a false dichotomy. Other UN TC agencies are also concerned with standards setting as evidenced by their support for the ratification and implementation of international conventions, e.g. the Convention on the Rights of the Child (CRC) and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), as well as for international development strategies related to the Millennium Development Goals (MDGs) and the Post-2015 Development Agenda.

The DWT/O—Port-of-Spain has established strong working relations with a number of subregional institutions (e.g. CARICOM, OECS,) which need to be maintained, expanded and enhanced into a more coherent and systematic subregional strategy going forward.⁴⁴ It might be useful to allocate clear focal points within the office to ensure that responsibilities and relationships penetrate beyond the directorate level.

⁴⁴ See section 7 on Recommendations.

5.4.8 Summary of online survey responses with respect to efficiency

Most ILO respondents (80 per cent) stated that they were **Satisfied** with their own technical knowledge and expertise in promoting the DWA and the remaining 20 per cent stated that they were **Highly satisfied**.

Forty-five per cent of ILO respondents had been **Involved** in the identification of target CPOs and 36.36 per cent **Highly Involved**. With respect to leadership from Office Management, 50 per cent pronounced themselves **Dissatisfied**, 30 per cent **Somewhat Satisfied** and 10 per cent both **Satisfied** and **Highly Satisfied**.

Synergies within the team were rated as 20 per cent **Satisfied**, and 40 per cent **Dissatisfied** or **Somewhat dissatisfied**.

Only 22 per cent were **Satisfied** with the Office work planning process.

Support from programme, Human Resources, Finance and Communication units in the DWT/O—Port-of-Spain was rated by 50 per cent of respondents as **Satisfactory**, 60 per cent of respondents rated support from HQ and RO-Lima as **Satisfactory**, although 40% were **Dissatisfied** or **Somewhat dissatisfied**, whilst 44 per cent of respondents pronounced themselves **Somewhat dissatisfied** about the relationships with tripartite institutions and constituents.

Fifty per cent of the ILO respondents noted that uncertainty of TC funding makes it difficult to plan in a strategic and efficient way, and 80 per cent **Agreed** or **Somewhat agreed** that demand for their services exceeded their capacity to respond. Support was voiced for the current two-tier country/subregional strategy pursued by the Office.

The potential to enhance their work through closer collaboration with other UN agencies was largely agreed upon by all respondents with no dissenting voice.

Tripartite constituents were **Satisfied** (38.89 per cent) or **Highly satisfied** (27.78 per cent) with the efficient organization and delivery of technical workshops, and the technical expertise available at the Office. A rating of 50 per cent Satisfactory was awarded to the Office's capacity to identify and deliver international best practices. The majority of constituents thought the Office responded well to the changing needs of the subregion, though there was less satisfaction with the appropriateness of the Office staffing pattern to meet country and subregional needs. This finding may reflect the fact that some key expertise was no longer available in DWT/O—Port-of-Spain (e.g. LMIS, HIV/AIDS, OSH) as well as the fact that few constituents have a total picture of the staff configuration of the ILO office.

Only 5.8 per cent of the tripartite constituents found the Office's use of Caribbean experts as consultants and advisers **Highly satisfactory**. No serious concern was expressed on the level and timely delivery of funding as a barrier to efficiency, though this was contradicted by other responses probably indicating lack of clarity in the question posed. Constituents appeared to think there was scope for stronger advocacy, communication and information efforts, and resource mobilization.

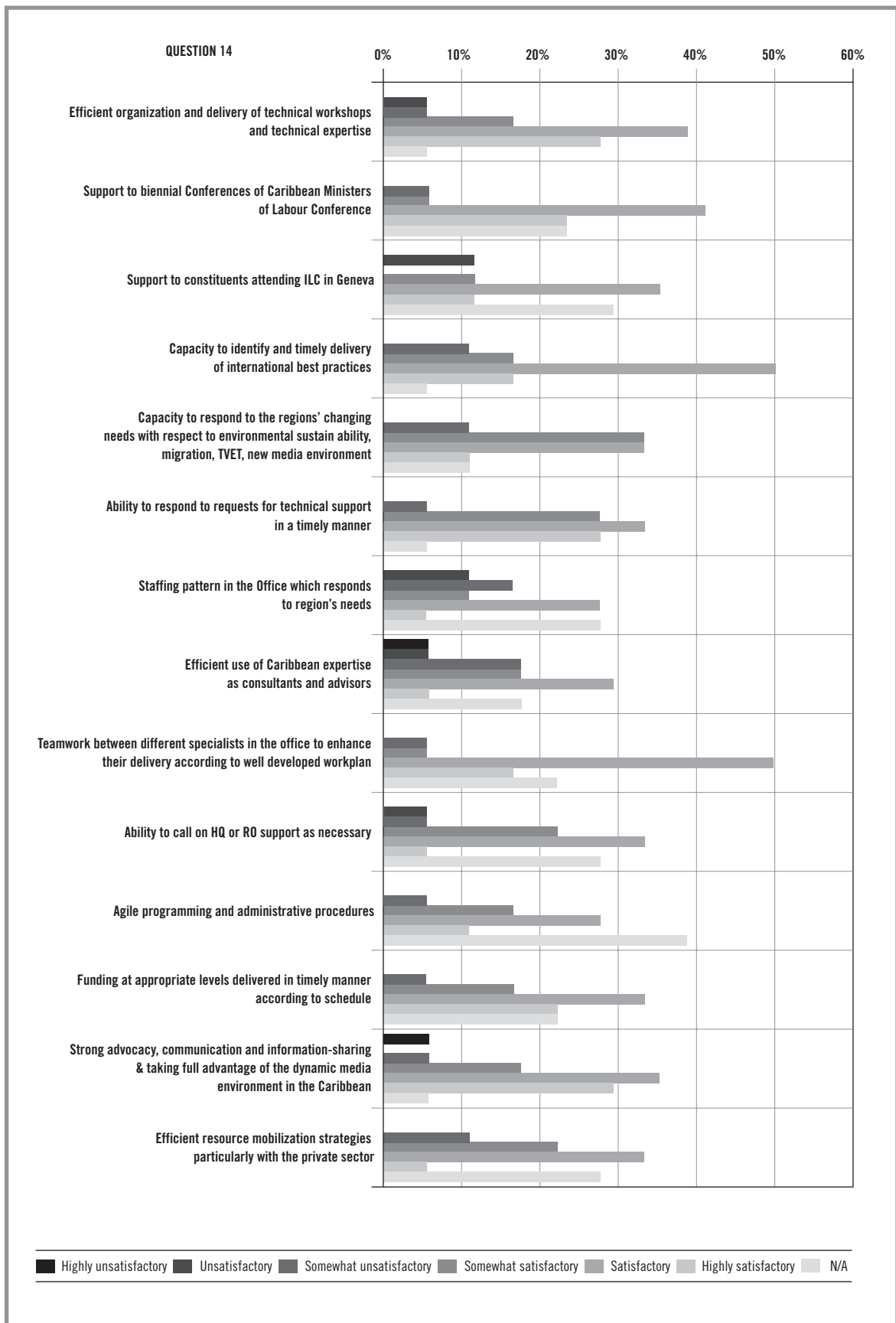
It was considered that the potential for closer collaboration with other UN agencies has yet to be fully realized. Constituents strongly supported ILO working in a more strategic and synergistic way between subregional and country levels.

Donors appeared **Very satisfied** with ILO's efficient or **Very efficient** use of resources with the exception of Grenada where a quarter of respondents considered that ILO was **Somewhat Efficient** in this regard.

Not surprisingly donors do not regard the availability of donor funds as having any negative effect on the synergies and harmony of the programme.

Figure 6. Summary of national constituents' responses with respect to Efficiency

Q14 Please indicate your level of satisfaction with the following efficiency factors of ILO's implementation and delivery during the 2010–2015 period



5.5 IMPACT

5.5.1 General findings with respect to impact.

As noted above, the DWCP as an integrated, practical framework for TC appears not to have been established in all countries where the document has been signed. It seems likely, therefore, that the DWCP as a coherent approach to the achievement of the DWA has not yet had an impact.

However, as noted in the previous section on Effectiveness, DWT/O—Port-of-Spain support to the subregion has had an impact at country and subregional levels through the activities of the DWT specialists, which are based upon collaboration with national constituents.

At country level, this impact includes: ratification of Conventions (notably MLC, 2006) and an increase in reporting on Conventions that have been ratified; establishment of new legislation and policies with respect to OSH, addressing discrimination of HIV/AIDS in the workplace; extensive capacity building of institutions, systems and individuals; enhanced tripartism and social dialogue, and mechanisms for dispute resolution; the introduction of new tools, e.g. OSH checklists; and a number of gap analyses (HIV/AIDS, domestic workers).

Surveys, research and studies seem to constitute a relatively negligible area though this may be due to the absence of a strong mechanism within DWT/O—Port-of-Spain for storing data, including studies and reports, which can easily be shared with evaluators and other interested parties. Gathering vital information such as mission reports, individual workplans, project progress reports, and financial data was a challenging task for this evaluation team.

The work of DWT/O—Port-of-Spain may have had an impact on gender equality issues through the work with Caribbean Domestic Workers' Network with its largely female membership and female entrepreneurs. However, a more systematic and comprehensive approach to gender mainstreaming is needed to bring together and build upon work already achieved over the three biennia. Some ILO staff said that they were unsure how to proceed with gender mainstreaming, which suggests another area for future capacity building.

At the subregional level ILO's contributions on labour market areas are evident in the work of subregional institutions, such as CARICOM, OECS and ACS, but it needs to be strengthened and systematized as part of a well-articulated subregional strategy.

ILO's support to SIDS has had an impact beyond the region. However, the decent work focus needs to be strengthened and enlarged in the subregion and globally, beyond the current concentration on green jobs and environmental issues.

The work of the ILO appears to have had minimal impact through work within the UNDAF but it is still evolving and has not received full buy-in from a number of other UN agencies. ILO needs a clearer vision of its function as a TC agency with an important part to play in the UN family team.

Some global projects such as TACKLE appear to have had an impact in the countries concerned (Guyana and Jamaica), but it is not clear to what extent the subregion as a whole has benefited from this effort. There are some indications of good practices been taken up in other countries of the subregion, but these need to be more systematically planned for and reported upon under a future subregional strategic approach.

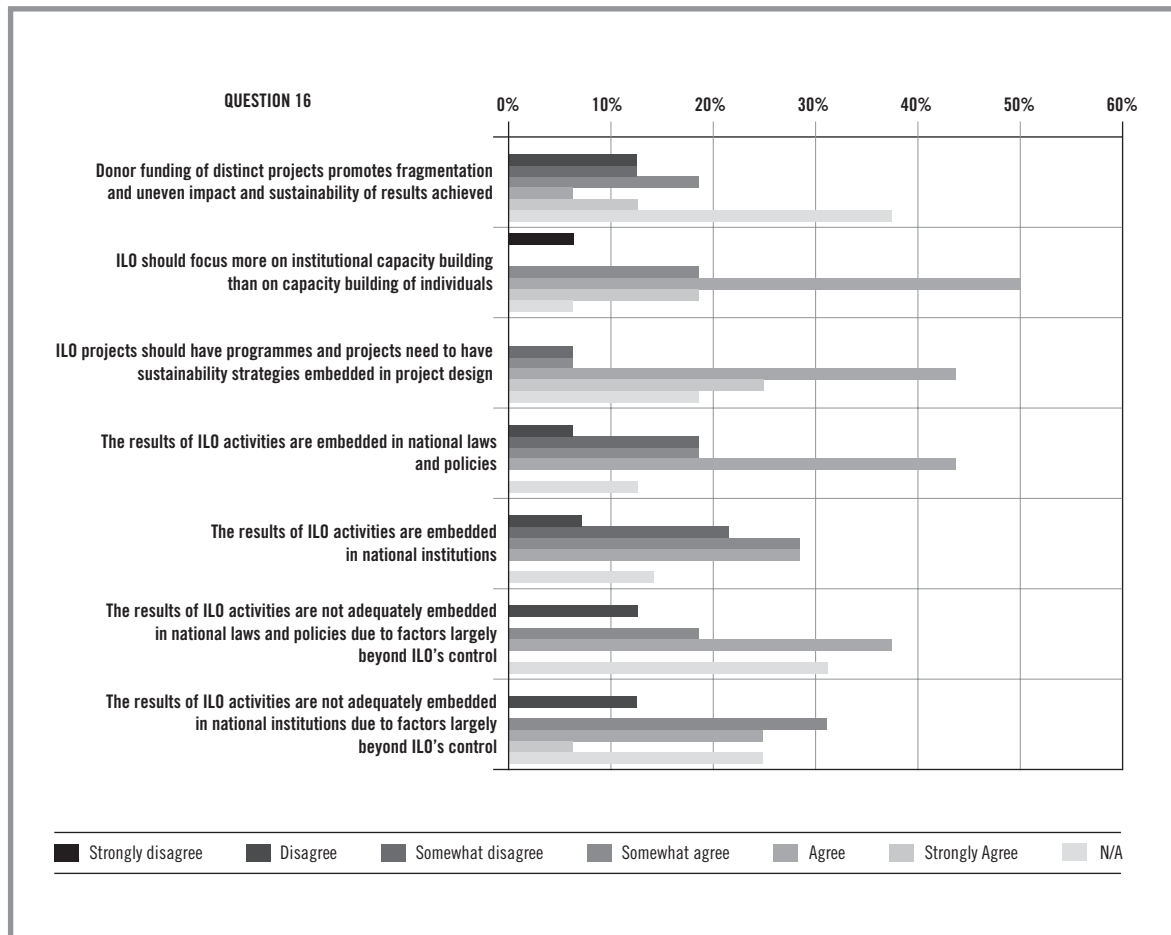
Overall, whilst there have been many achievements during the 2010-2015 period, stronger work planning and regular reporting at country and office levels will enable clearer documentation of impact in the future.

5.5.2 Summary of online survey responses with respect to impact

ILO respondents largely agree that the results of ILO-supported activities are now embedded in national laws and policies, and national tripartite institutions. Shortfalls in this regard are largely due to factors beyond ILO's control. More than 50 per cent consider that the outcome approach promotes fragmentation and damages the sustainability of the results achieved.

Figure 7. Summary of national constituents' responses with respect to Impact

Q16 Please indicate your level of agreement with the following statements relating to impact and sustainability of ILO during the 2010-2015 period



Tripartite constituents largely agree with the ILO's judgement on impact. ILO is particularly commended for its work in strengthening social dialogue and labour administration systems, establishing LMIS TA in OSH, HIV/AIDS and disability, and in supporting gender equality.

5.6 SUSTAINABILITY

5.6.1 General findings on sustainability

Establishment of a more solid database for activities at country and subregional level, and regular monitoring and reporting would enhance sustainability.

To the extent that the work of the ILO has strengthened legal and policy frameworks, and built individuals' and institutions' capacity at country and subregional levels, it seems likely that the changes will be sustained. Better documentation of DWT/O—Port-of-Spain capacity-building efforts is needed in order to gauge fully their sustainability.

Several activities (e.g. ILS, OSH) have been successful in their efforts to involve a wider group of users and beneficiaries beyond ILO's traditional tripartite partners (through the Tripartite Plus approach), which enhances the possibility of sustainability. OSH and to a certain extent HIV/AIDS have also established a network of resource persons in the region which should enhance sustainability.

However, the departure of expertise in the DWT (e.g. LMIS, HIV/AIDS) may have a critical effect on the sustainability of outcomes realized to date. The suppression of the HIV/AIDS post in the DWT/O—Port-of-Spain in 2013 was contra-indicated by the gap analysis conducted by the office.⁴⁵

More efforts need to be made to enhance substantive collaboration with the UN and other agencies with all parties clearly recognizing their complementarity in a variety of areas, e.g. poverty alleviation, employment, HIV/AIDS, child labour, TVET, social protection, gender equality, to name but a few.

5.6.2 Summary of results of the online survey with respect to sustainability

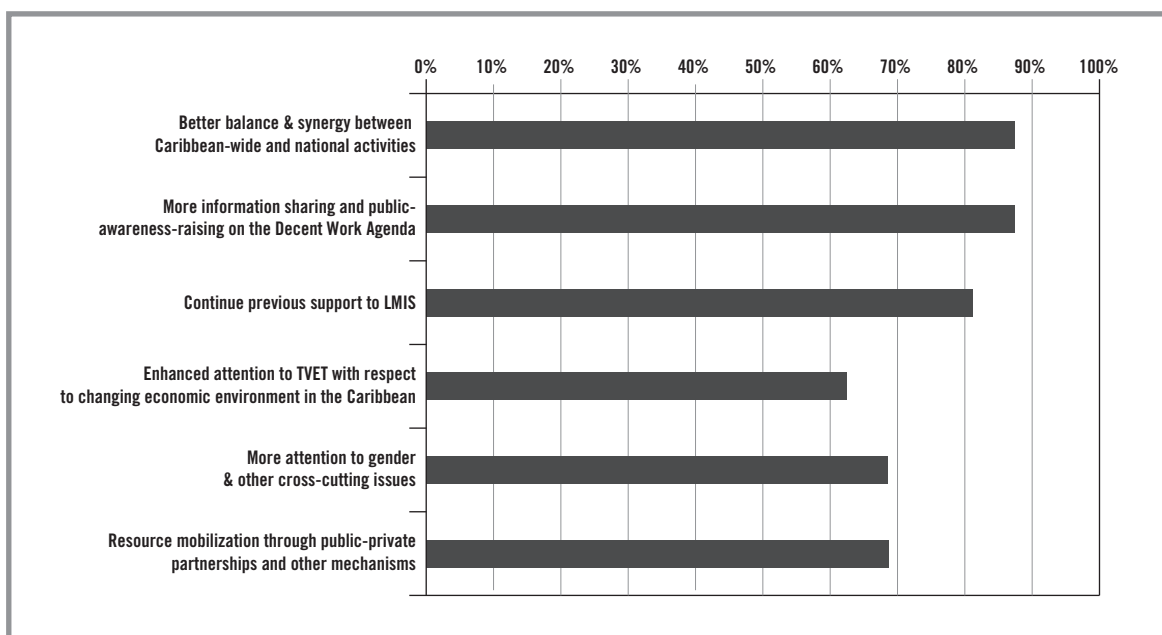
According to the online survey, most ILO staff consider that ILO has made progress towards the implementation of the DWA for the Caribbean.

Constituents would like to see a better balance and synergy between subregional and national activities, more information sharing and public-awareness raising on the DWA, and a continuation of previous support to the LMIS.

Donors are in general positive about the sustainability of ILO's efforts.

Figure 8. Summary of national constituents' responses with respect to Sustainability

Q20 How would you like to see ILO's work changed or enhanced in the future?



⁴⁵ See discussion on Gap Analysis: *UNAIDS global AIDS response progress reporting 2014 – Trinidad and Tobago country progress report*, UNAIDS, 2014, http://www.unaids.org/sites/default/files/country/documents/TTO_narrative_report_2014.pdf [accessed 6 Oct. 2015].

6. CONCLUSIONS

6.1 DWCPs, STRATEGIES AND ACTIONS IN THE CARIBBEAN

6.1.1 Approach to TC

Effective TC requires strong orientation to the users and beneficiaries at country and subregional level on the part of the agency. This is important everywhere, but particularly so in subregions such as the Caribbean where countries' characteristics are atypical (they have low populations, high or medium human development, and are particularly vulnerable to economic and environmental shocks), which may make global and regional approaches a difficult fit. As small populations vulnerable to external environmental and economic crises, Caribbean countries have always been obliged to collaborate subregionally, regionally and globally; and to innovate and adapt. This means *inter alia* that networks of collaboration are already in place, and that many innovations have been adopted. The Caribbean needs to be recognized as more than a subregion of anomalous small countries, which do not fit the global formats and approaches. The opportunities as well as the challenges of working in the subregion need to be fully understood and embraced. The interest of the ILO in the subregion shown by two recent visits of the ILO Director-General will hopefully be influential in re-orienting corporate approaches, as will more regular and substantive reporting from the DWT/O—Port-of-Spain, as recommended below.

6.1.2 DWCPs in the Caribbean subregion

DWCPs have been drafted and signed with the OECS, as well as the Bahamas, Barbados, Belize, Guyana and Suriname. The development and implementation of DWCPs is expected to generate a number of other key pieces of documentation, which are integral to and evidence of the process (country-level workplans, implementation plans, reports from tripartite committees, etc.). With the exception of one country programme review (CPR) report none of this documentation has been available for review. It would appear, therefore, that none of the DWCPs have been implemented in a fully coherent manner. No implementation reports were available although at least one for Saint Vincent and the Grenadines has apparently been drafted. Only the Bahamas and Belize with the oldest of the DWCPs have renewed or revised the original document. Some countries without DWCPs, which are in many ways very influential in the subregion and beyond (e.g. Jamaica, Trinidad), showed little inclination to change the basis of their cooperation with DWT/O—Port-of-Spain. In a number of countries where DWCPs had been drafted, constituents interviewed showed a certain cynicism in viewing them as favourite projects of former directors. Overall, the DWCP as vehicle for TC lacks credibility in a number of countries and, to a certain extent, within the DWT/O—Port-of-Spain itself, a fact that needs to be recognized by the office going forward.

A variety of inter-related factors account for the fact that DWCPs as vehicles for TC have not fully taken root in the subregion: (i) the DWCP places insufficient emphasis on basing the programme on a substantive analysis of the country's socio-economic situation, and not only with reference to previous ILO collaboration; (ii) the guidelines do not provide detailed treatment of the Theory of Change (TOC) which underlies the socio-economic development process, and should be reflected in a comprehensive log frame matrix; (iii) there exists a hiatus between the DWCP process and internal IRIS-related activities; (iv) the tool itself may not have been rigorously applied with sufficient buy-in from both constituents and ILO DWT; (v) the DWCP may be inappropriate to some country situations as is clearly stated in the Guidelines, although this caveat appears not to be widely recognized in the ILO itself; (vi) external circumstances such as the global financial crisis, or environmental disasters have drastically altered the country situation making the original DWCP invalid; (vii) lack of political commitment or change of key political figures may also have affected the establishment and implementation of DWCPs.

Currently, the DWT/O—Port-of-Spain (similar no doubt to other field ILO offices) operates what would appear to be two partial and incomplete systems of programming which occasionally intersect. One system representing, in principle, more substantive TC is based on the DWCP and its results matrix, and the other based on the IRIS SMM, which is internal to the ILO and does not involve constituents and stakeholders, and which is a tool for resource allocation and accountability. Whilst both approaches are necessary, they represent different aspects of programming, which should not be confused, but requiring greater rationalization and clarity, both internally and externally.

The fact that the DWCPs in the subregion appear not to have been fully implemented should not, of course, be taken to mean that no actions have been taken with respect to DWCP priorities. However, it does mean that the DWT responds to requests from individual clients and constituents, and that CPOs are developed on that basis rather than on the basis of a country-wide workplan or an internal implementation plan. The coherence of the approach towards outcomes relies, therefore, on cooperation between different members of the DWT rather than on country or subregional workplans.

Whilst the DWCP documents examined vary in their comprehensiveness and detail, all of them appear to be a wasted opportunity to communicate the intended synergies between, for example, the strategic objectives of the SPF, and what those synergies mean concretely at the country level during the P&B period both for the tripartite constituents and a broader group of stakeholders who must be mobilized to achieve the country outcomes. DWCPs do not detail the specialized support envisaged from DWT/O—Port-of-Spain, from other units of the ILO system, or external consultants and advisers, etc. DWCPs do not reference with sufficient clarity the synergies with: other ILO strategies and actions in the subregion; possible South-South collaboration within the Americas and beyond; and relations with SIDS actions and so forth.

6.1.3 Subregional strategies and actions

The DWT/O—Port-of-Spain has developed and supported a range of subregional activities in response to subregional conditions and concerns. Subregional in the context applied by DWT/O—Port-of-Spain includes activities that involve tripartite constituents from many countries joining together, as for major conferences and workshops, whilst cluster activities involve similar actions implemented in several different countries. Amongst the most successful subregional activities, in terms of their integration at country level, seem to have been OSH and HIV/AIDs in the workplace, though the latter may have been jeopardized by the loss of that post to the Trinidad Office.

Many subregional activities involve ILO collaboration with subregional and regional institutions, notably CARICOM, OECS and ECLAC. A number of very innovative initiatives (Caribbean Court of Justice, ACS, SIDS, etc.) appear to have been initiated by the director with relatively little involvement from specialist staff, which reduces the potential that they will benefit the programme overall and increases the risk that they will be discontinued with a change of management (e.g. UWI initiative with ILS).

However, there are a number of promising relatively new initiatives: EU/ILO CARIFORUM programme to strengthen Tripartism and Tripartite structures in the Caribbean; Formalization of the Informal Sector; Caribbean Domestic Workers' Network; as well as activities currently limited to a few countries, e.g. work to integrate persons with disabilities, which includes advocacy for Convention ratification, the integration of this element into the curricula of schools and TVET institutions, green jobs, etc. All of which could be expanded to other countries through the communication of best practices as part of a more systematic subregional strategy.

The ongoing discussions on the UN Multi-Country Sustainable Development Framework in which all UN agencies are involved constitute another potential dimension for subregional collaboration.

In summary, whilst there are a large number of activities currently classified as subregional, there is need now for a more systematic and coherent presentation of a subregional strategy, which clearly delineates synergies between subregional and national dimensions in the Caribbean, as well as specifying links to other frameworks of collaboration in the region and globally.

6.1.4 Global and intra-regional programmes

The Evaluator had insufficient information on global programmes to make an informed assessment. Project documents were not available although some evaluation reports were examined. No briefing was available from responsible ILO HQ staff, and the programmes appeared largely to by-pass the Trinidad Office. However, the *Highlights* reports produced by DWT/O—Port-of-Spain do provide some information on the activities and achievements of country-level activities of global programmes as described under section 5.3 Effectiveness and illustrated throughout the text.

6.1.5 SIDS

The SIDS appears to offer many interesting possibilities for collaboration despite the fact that most activities so far have involved only management levels. A number of interviewees proposed broadening collaboration beyond the current strong focus on green jobs in order to encompass more of the DWA. This proposal is in line with the scope of activities envisaged in the original Barbados Programme of Action (1994) and Outcome Document (2014).

6.1.6 South-South cooperation

A few South-South cooperation activities have been noted under the sections on Implementation and Effectiveness. This dimension of TC needs to be addressed more strategically and systematically through closer collaboration between DWT/O—Port-of-Spain and RO-Lima so that the office can benefit from the South-South mechanisms already in place.

6.1.7 Mainstreaming gender equality

All Caribbean countries have ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and participated in the Beijing process. A few countries have well-developed gender policies (e.g. Guyana, Jamaica, and Trinidad and Tobago). Gender-based violence at home, and at work is widely recognized as a problem. Gender-based occupational segregation exposes both men and women to different types of hazardous work, and underlies the alleged gender wage differential. Gender inequality is, of course, a factor in HIV/AIDS transmission in the Caribbean, as elsewhere. The rates of teenage pregnancy and female-headed single-parent households are very high.

In the online survey conducted for this evaluation, the office in Port-of-Spain was highly rated for its work on gender equality, but examination of the TA activities charts and interviews with staff and constituents

suggest a more nuanced assessment would be appropriate. There have been a number of activities and events during the three biennia particularly involving ACT/EMP and ACT/TRAV specialists and, more recently, the work with the Caribbean Domestic Workers' Network and women entrepreneurs has addressed some issues of inequality. In OSH activities, some attempts to address gender inequalities have been made albeit largely in terms of the adaptation of protective clothing. Sex-disaggregated data are used in programme documents where available and in reporting workshop attendance. These are all important elements that need to be situated in a broader gender equality mainstreaming approach. Several ILO staff felt that they had insufficient technical knowledge to implement comprehensive gender mainstreaming.

6.2 MONITORING AND REPORTING

Over the three biennia covered by the evaluation, DWT/O—Port-of-Spain specialists have embraced the RBM approach underlying the DWCPs and IRIS, with different degrees of enthusiasm. The Programme Unit takes a large share of the responsibility for developing CPOs and ensuring that reports are entered into the system in a recognizable way that corresponds to P&B outcomes and indicators.

Each CPO is the responsibility of individual specialists although several specialists may collaborate with respect to the achievement of any one CPO. A number of respondents stated that the system fragments efforts rather than creating synergies between different aspects of the DWA. There is an indication from the survey responses and interviews that many staff would appreciate more systematic collaboration with colleagues, which would require clearer, more participatory management, and a stronger work planning function.

Whilst the importance of establishing CPOs and linking them to the P&B outcomes is well recognized in terms of maintaining accountability and guiding resource allocation for the future, this system is only one tool for TC overall. An important limitation of IRIS with respect to participatory development cooperation is that it only feeds information upwards through the system but does not provide feedback and guidance to the users and beneficiaries. IRIS reporting on CPOs seems top-down, and lacking in transparency to many of the interviewees. It is a planning and reporting system in which constituents do not participate, although country results may be shared with members of ILC delegations in a summarized form.

As noted above, the office operates what would appear to be two partial and incomplete systems of programming and M&E which sometimes overlap. One system is, in principle, more substantive and based on the DWCP and its results frame. The other is based on the IRIS SMM, which is internal to the ILO and does not involve constituents and stakeholders.

Subregional activities are necessarily an important component in the Caribbean. However, where a small office has to serve many countries, the breadth of CPO activities means that they remain pipeline and, as such, will not be reported upon in IRIS. Only when an individual country demonstrates sufficient interest in and commitment to an activity can the pipeline status change to target.

In order to complement IRIS, DWT/O—Port-of-Spain has developed a report known as Highlights which provides more qualitative feedback on all significant activities undertaken by the Office at subregional or country level. This publication along with the newsletter, NewsLink, is widely distributed amongst constituents and ILO staff at all levels.⁴⁶ However, Highlights is not produced regularly but rather in order to present the work of the office on the occasion of particular events or conferences. In order to fulfil a substantive reporting function these publications need to be more formalized through detailed reporting and regular dissemination. A system of substantive reporting needs, of course, to be matched by more substantive planning and work planning by the office.

⁴⁶ *Caribbean NewsLink*, ILO Decent Work Team and Office for the Caribbean, Apr-Jun. 2015, www.ilo.org/caribbean/information-resources/publications/WCMS_384434/lang--en/index.htm [accessed 6 Oct. 2015].

6.3 ORGANIZATION AND MANAGEMENT OF THE ILO DWT AND OFFICE FOR THE CARIBBEAN

In reflecting on the organization and management of DWT/O—Port-of-Spain, the larger question to the ILO is to what extent can a modest-sized office be expected to develop and support the implementation of DWCPs, strategies and actions in 22 countries, 14 of which were covered by this evaluation. Minimum requirements for this scenario to work would appear to be: strong and participatory leadership; internal cohesion demonstrated by a strong workplan reflecting the work of all individuals and units in the office; adequate staffing and the ability to recruit highly able short-term consultants; strong functions in programming, finance, human resources, and information and communication; adequate financial resources and the ability to mobilize resources if necessary; strong support from other units in the ILO, e.g. at RO and HQ levels; excellent collaboration with tripartite constituents and stakeholders; strong alliances in the region with other UN agencies (e.g. through the UNDAFs) and other donors and financial institutions, as well as with subregional institutions; and the ability to seize on innovative solutions and activities, such as harnessing the power of traditional and new media to reduce travel within the region by establishing Skype conferences and webinars. Some but not all of these conditions have been present during the period covered by the evaluation.

Clear, coordinated and participatory management from the directorate has been lacking during the period of the evaluation. This has had an impact on the internal coherence of the office and, therefore, on the coherence of collaboration with tripartite constituents, and with other stakeholders and partners. However, as noted above, there have still been a number achievements and good initiatives at country and subregional level.

In the biennium 2014–2015, the office has developed a workplan although currently this brings together the workplans of individual specialists and does not include the activities of the Directorate, Programme Unit, Information/Communication, Human Resources and Finance, all of which are critical to the cohesion and functioning of the office.

The Programme Unit has a pivotal role to play not only in ensuring the implementation of IRIS but potentially in more substantive planning, programming and reporting activities related to a coherent approach to TC.

The current registering of individual mission reports, the occasional evaluations of some global and regional activities, and specialist reports on CPOs in IRIS do not add up to an office report that does justice to the efforts and achievements of the office. The embryonic office report in the form of the *Highlights* needs to be greatly expanded and formalized to provide a full and detailed annual report of DWT/O—Port-of-Spain outputs and corresponding outcomes at country, subregional and institutional levels.

Since its establishment, a large part of the office's effort has been spent on capacity building but there is no complete record of those activities in terms of numbers, location and specialism of the trained resource people available in the subregion. However, a consultant database has been established which may include some of the former trainees of ILO capacity-building activities.

Overall, the DWT/O—Port-of-Spain needs to establish a much better system of recording, reporting, storage and retrieval of documentation on its operations.

It would be helpful to establish country focal points within the office.

6.4 DWT/O—PORT-OF-SPAIN RELATIONS WITH OTHER ILO UNITS

The DWT/O is perceived of by some ILO staff and, to a certain extent, perceives itself as marginalized within the Organization largely because the special conditions of the subregion which are seen as difficult to accommodate in a centralized system. More systematic work planning and reporting of their achievements by DWT/O—Port-of-Spain will no doubt improve appreciation of their work at country, subregional

and global levels, and the potential and challenges of the subregion. Good and improving collaboration exists between DWT/O—Port-of-Spain Programme Unit and HQ and RO in the context of IRIS.

6.5 RELATIONS WITH SUBREGIONAL, REGIONAL ORGANIZATIONS, ALLIANCES AND INSTITUTIONS

The DWT/O—Port-of-Spain staff's collaboration with a large number of subregional institutions and organizations is good, but this aspect of their work needs to be developed and presented much more systematically as a subregional strategy with clear objectives and outcomes. Clear focal points within the office for work with particular institutions should be established.

6.6 RELATIONS WITH OTHER UN AGENCIES AND OTHER DONORS

DWT/O—Port-of-Spain collaborates with other UN agencies although outside the UNDAFs this appears to be somewhat ad hoc. ILO should clarify its intended role in TC and hence its role in the UNCTs. In the current global economic climate, ILO with its mandate on decent work has a comparative advantage with decades of valuable experience to bring to the table. At the same time, as a specialized agency of the United Nations, ILO has much to gain from collaborating with agencies with broader mandates but common development goals.

The evolving UN Multi-Country Sustainable Development Framework for the subregion presents a potential for further strengthening of the subregional strategic approach, as does the ongoing work on strengthening regional tripartite structures under the EU/CARIFORUM programme.

Whilst some RBSA funding has been acquired, a more organized and targeted resource mobilization strategy towards development donors, international financial institutions, and the private sector is lacking.

7. RECOMMENDATIONS

1. DEVELOP A TWO-TIER MODEL OF TC

In some subregions, such as the Caribbean, a strong subregional strategy should be developed on the basis of previous experience and alliances, to support and complement country-level actions within or outside a DWCP framework. Although it is not yet fully established, a two-tier approach has already been envisaged specifically for the member countries of the OECS, and is in operation in a less-formalized way for the subregion as a whole.

Responsible units	Priority	Time implication	Resource implication
PARDEV, PROGRAM	Medium	Next biennium	Low

2. REVISE THE DWCP GUIDEBOOK TO REFLECT A STRONGER DEMAND-DRIVEN TC

A revised DWCP Guidebook should emphasize the need for a country Situation Analysis as the basis for the DWCP and should include a coherent TOC to be encapsulated in a comprehensive logical framework. DWCPs need to become tools of communication and advocacy expressing the synergies between the different elements of the DWA, between CPOs and P&B outcomes, and between decent work concepts and concrete country practice. This would also strengthen bottom-up identification of TC and advisory services.

Responsible units	Priority	Time implication	Resource implication
PROGRAM	High	Next biennium	Low

3. LINK OBW PROCESS AND DWCPs, AND/OR COUNTRY STRATEGIES

Outcome-based work (OBW) planning must place greater emphasis on linkages between CPOs and DWCPs and/or country strategies, thus allowing for greater country-driven programming. One immediate implication of this would be a more coherent programming framework where CPOs and P&B outcomes are also linked to and reflected in the DWCPs and or country strategies.

Responsible units	Priority	Time implication	Resource implication
PROGRAM	High	Next biennium	Medium

4. ENHANCE STAKEHOLDERS' PARTICIPATION IN THE DESIGN, IMPLEMENTATION, AND M&E OF DWCPs, STRATEGIES AND ACTIONS

Periodic, in-depth and participatory country programme reviews (CPRs) should be organized with constituents, stakeholders and donors to identify achievements and issues to be addressed to achieve expected results effectively. CPRs should provide the basis for the biannual P&B implementation reports and as such be uploaded in an Office-wide knowledge-sharing platform.

Responsible units	Priority	Time implication	Resource implication
DWT/O—Port- of-Spain, RO-Lima	High	Next biennium	Medium

5. DEVELOP A SUBREGIONAL STRATEGY AND PROGRAMME

A coherent and comprehensive subregional strategy needs to be developed on the basis of country reviews; on the basis of reviews of previous and ongoing collaboration with regional (e.g. ECLAC, IADB, Organization of American States – OAS, PAHO, etc.) and subregional institutions and organizations (e.g. CARICOM, CCL, CDB, CEC, OECS, etc.). The subregional strategy should inter alia identify: priority DWA themes, situations where best practice should be exchanged between countries; the links with activities under the UNDAFs, with programmes of the SIDS, and with ongoing or potential South-South collaboration, particularly within the Americas region. The DWT/O—Port-of-Spain should consider establishing focal points for work with different regional and subregional institutions.

Responsible units	Priority	Time implication	Resource implication
DWT/O—Port-of-Spain, RO-Lima, PROGRAM	High	Next biennium	Low

6. DEVELOP A M&E FRAMEWORK BASED ON AGREED OBW CPOS TO IMPROVE WORK PLANNING, IMPLEMENTATION AND REPORTING

DWT/O—Port-of-Spain needs to develop an office-wide M&E framework which would respond to clear subregional and country priorities, objectives and outcomes as discussed above. The M&E plan should reflect links between CPOs and priorities and outcomes established in the DWCPs, strategies and actions. It should identify inputs required from DWT, the Directorate, the Programme Unit, Information and Communication, Finance/HR and Administration, etc. The M&E framework should reflect OBW updates and be reported upon and adjusted every six months. This would require strengthening the Programming Unit to facilitate substantive planning, programming and monitoring and reporting.

Responsible units	Priority	Time implication	Resource implication
DWT/O—Port- of-Spain, RO-Lima, PROGRAM	High	Next biennium	Medium

7. DEVELOP AN INFORMATION AND COMMUNICATION STRATEGY

The Information and Communication Strategy should aim to strengthen the capacity of DWT/O—Port-of-Spain to communicate its programme goals and achievements in relation to resource mobilization activities including through PPPs. This strategy could also have a stronger support function with respect

to the DWT in finding new ways of collaborating with clients and constituents (webinars, Skype, etc.), of embracing a wider group of beneficiaries, and reducing travel and its associated costs.

Responsible units	Priority	Time implication	Resource implication
DWT/O—Port- of-Spain, RO-Lima	High	Next biennium	Medium

8. IMPROVE GENDER MAINSTREAMING THROUGH COUNTRY PROGRAMMES, STRATEGIES AND ACTIONS

A comprehensive approach to gender mainstreaming in the world of work in the subregion needs to be established in collaboration with Caribbean institutions active in this field, (CDB, civil society groups, ministries, UWI, etc.) and other international agencies – Inter-American Development Bank (IADB), Pan-American Health Organization (PAHO), United Nations Children’s Fund (UNICEF), United Nations Development Programme (UNDP), United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), United Nations Population Fund (UNFPA), etc.

Responsible units	Priority	Time implication	Resource implication
DWT/O—Port- of- Spain, RO-Lima, GENDER	High	Within six months	Low

9. DISAGGREGATE LABOUR MARKET DATA BY COUNTRY INSTEAD OF CLUSTERING CARIBBEAN COUNTRIES AS A HOMOGENEOUS SUBREGIONAL BLOCK

Regional research reports should reflect results from all countries in the subregion and avoid clustering all Caribbean member States into a single subregional entity. This would require greater coordination with ECLAC, and other regional and subregional organizations.

Responsible units	Priority	Time implication	Resource implication
RO-Lima, CINTERFOR	High	Within six months	Medium

10. CLEARER AND MORE TRANSPARENT GUIDELINES ARE NEEDED WITH RESPECT TO THE ALLOCATION OF RBTC AND RB ‘SLIPPAGE’ RELATIVE TO VACANT POSTS IN COUNTRY OFFICES

Clearer criteria and guidelines need to be established for the allocation of RB slippage and RBTC resources. RB slippage realized by vacant staff positions in country offices in the region and the allocation of RBTC should follow Office-wide guidelines. This would establish more transparent resource allocation mechanisms and provide incentives for optimizing resource planning and use.

Responsible units	Priority	Time implication	Resource implication
FINANCE, RO-Lima	High	Within six months	Low

8. OFFICE RESPONSE

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

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

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

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

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

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

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

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

9. ILO LESSONS LEARNED

Project title:	HLE of ILO Caribbean (2010–2015)
Project:	TC/SYMBOL
Name of the evaluator:	Jane Hailé
Lessons learned element:	DWCP as a vehicle for Technical Cooperation

Brief description of lesson learned	DWCP may not be implementable in all country situations
Context and any related preconditions	<p>The DWCP Guidebook needs to be revised to emphasize the need for DWCPs to be based on a substantive situation analysis and embody a clear Theory of Change, which is summarized in a coherent Logical Framework/ Results Matrix.</p> <p>A DWCP needs extensive preparation and consultation not only with tripartite consultants but with other national stakeholders and with the UNCT/UNDAF and other development stakeholders.</p> <p>All DWT/O—Port-of-Spain staff need to be involved in development and implementation of DWCP, and an implementation plan developed.</p> <p>The financial and human resources implications for the country concerned and for the ILO need to be clearly established from the outset, as do the reporting mechanisms and responsibilities.</p> <p>A DWCP may not be the only or the most appropriate vehicle for TC in all countries, and complementary multi-country or subregional strategies may need to be developed</p>
Challenges/negative lessons – causal factors	<p>TC through any mechanism requires a strong user and beneficiary focus which is contrary to the normal mode of highly centralized institutions.</p> <p>The substantive programming function as a basis for TC needs to be more fully developed in the ILO overall.</p> <p>Some ILO staff are not fully committed to the DWCP as a vehicle for TC.</p> <p>National constituents may not always be aware of the implications of signing a DWCP, viewing it as a new programme or project which will bring in extra funds, rather than a conceptual framework to achieve specific country outcomes in line with the P&B outcomes and ACIs</p>
Success/positive issue – causal factors	More analysis is needed of successful DWCPs in order to learn from those experiences
ILO administrative Issues (staff, resources, design, implementation)	ILO needs a more rigorous bottom-up approach to TC

10. ILO EMERGING GOOD PRACTICE – 1

Project title:	HLE of ILO Caribbean (2010–2015)
Project:	TC/SYMBOL
Name of the evaluator:	Jane Hailé
Emerging good practice – 1	The biennial convening of Caribbean ministers of labour

Brief description of emerging best practice	<p>The Caribbean Labour Ministers' Meeting is a biennial forum organized by the ILO's Subregional Office for the Caribbean. The ministers come from the English- and Dutch-speaking Caribbean member States and NMTs that are served by DWT/O—Port-of-Spain. The meeting facilitates the exchange of views and ideas on issues relevant to the labour portfolio, including the latest regional and international developments, and discussions on ILO's programmes of benefit to the ministries and the region as a whole.</p> <p>\$The first ILO Caribbean Labour Ministers' Meeting was held in 1996 in Trinidad and Tobago. Subsequent meetings have been held in Guyana (1998), Jamaica (2000), Barbados (2002) and the Bahamas (2004), Trinidad and Tobago (2007), Guyana (2010), Trinidad and Tobago (2013) and the Bahamas in 2015.</p> <p>The emerging best practice relates to the linking of these political meetings with technical meetings on key issues of concern in the subregion, and their relationship to the wider world of work.</p> <p>Participation of ILO RO-Lima, as well as high-level participation from HQ is also a welcome feature</p>
Context and any related preconditions	<p>Not all Caribbean countries are able to attend the ILC in Geneva. Many consider that the ILO meetings of Latin American and Caribbean countries do not fully address their special conditions and concerns.</p> <p>The biennial meetings need to address both political and technical issues, and require extensive preparation if they are to be successful.</p> <p>Specific follow-up is also required on decisions made which need to be carried forward at country and subregional levels, as well as into related future forums at subregional, regional and global levels.</p>
Target users/beneficiaries	DWT/O—Port-of-Spain, HQ and RO-Lima
Challenges/negative Lessons – Causal Factors	Employers' and Workers' organizations need to be fully represented.
Success/positive Issue – causal factors	<p>These meetings enable all Caribbean countries to be represented which is not the case at the annual ILC in Geneva, which many smaller countries cannot afford to attend.</p> <p>Constituents have appreciated the inclusion of technical events</p>
ILO administrative Issues (staff, resources, design, implementation)	<p>Considerable staff and financial resources are expended on these meetings although this is not fully expressed in the data provided to the evaluation.</p> <p>More specific reporting and follow-up needs to be ensured</p>

11. ILO EMERGING GOOD PRACTICE – 2

Project title:	HLE of ILO Caribbean (2010–2015)
Project:	TC/SYMBOL
Name of the evaluator:	Jane Hailé
Emerging good practice – 2	Development of a subregional strategy

Brief description of emerging best practice The ILO DWT/O—Port-of-Spain implements activities at both subregional (i.e. Caribbean) and national levels	Development of a subregional strategic umbrella reflects the realities of the subregion where countries participate in a large number of formal (CARICOM, OECS) and less formal (e.g. through education, career, family and social) networks. This subregional strategy needs to be made more systematic and explicit through: the establishment of a database; consultation with constituents, donors and stakeholders to enable strategic selection of thematic areas and approaches; consolidation of subregional partnerships; synergies between subregional and country-level activities; and complementarity with implementation of activities under UNDAFs and the SIDS alliance, and other regional or global frameworks.
Context and any related preconditions	The DWT/O—Port-of-Spain has already garnered important experience in working at subregional levels with key institutions and actors. The ongoing work to strengthen regional tripartite structures under EU/ILO CARIFORUM is particularly important here, as are the discussions in the UN family on the feasibility of establishing multi-country UNDAFS in the Caribbean. With respect to the multi-country UNDAF proposal, DWT/O—Port-of-Spain is already participating in country assessment activities along with other UN agencies and country partners.
Target users/beneficiaries	DWT/O—Port-of-Spain, HQ and RO-Lima countries of the subregion, UN agencies and other donors.
Challenges/negative lessons – causal factors	Establishment of a strategic subregional programming framework, to complement national actions which will also feed up into the subregional level through the exchange of best practice, requires a strong strategic vision to be shared with and committed to by the entire Port-of-Spain office.
Success/positive Issue – causal factors	DWT/O—Port-of-Spain already has a good foundation for a subregional strategy through its relationships with subregional institutions, many subregional activities (e.g. Biennial Meetings of Caribbean Ministers of Labour) and implementation of many subregional activities through EU/CARIFORUM and other strategies and actions. The countries of the Caribbean are themselves already committed to subregional collaboration.
ILO administrative Issues (staff, resources, design and implementation)	DWT/O—Port-of-Spain will require: strong leadership and strategic programming vision; a more rigorous approach to TC; further development of comprehensive CO work planning processes; innovative approaches to teamwork, and working 'virtually' when appropriate; and stronger integration with UN teams in the subregion.

ANNEX I. EVALUATION TERMS OF REFERENCE

INTRODUCTION

The ILO is conducting an evaluation of the ILO's decent work country programmes, strategies and actions in the Caribbean. The evaluation will be managed by the Evaluation Office in close coordination with the ILO DWT/O—Port-of-Spain and the Regional Office for Latin America and the Caribbean (RO-Lima).

BACKGROUND AND JUSTIFICATION

Every year the ILO's Evaluation Office (EVAL) holds annual consultations with senior management, the Evaluation Advisory Committee (EAC) and constituents to select topics for future high level evaluations, the selected topics are presented to the Governing Body (GB) for approval. As part of this process, the constituents requested an *Independent evaluation of the ILO's decent work country programmes, strategies and action in the Caribbean sub region* to be undertaken in 2015 for discussion at the 325th session of the Governing Body in November 2015.

Caribbean States have committed to a Decent Work Agenda (DWA) with four strategic objectives. ILO's assistance to member States in achieving decent work objectives is implemented through Decent Work Country Programmes (DWCP) developed in collaboration with ILO constituents. The DWCP promote decent work as a key component of national development strategies and define the priorities and targets within national development frameworks. They aim to tackle major decent work deficits through the implementation of results-based programmes developed under each of the strategic objectives.

The implementation of these programmes are not uniform among Caribbean member states, reflecting differences in economic circumstances, government sector capacity and the relative importance attached to the individual strategic priorities. Caribbean countries and small island developing states (SIDS) are to be found in the high and medium human development categories in the United Nations Human Development Index. This means that on a national basis many of the conditions required for residents to have decent standards of living and work have been satisfied. However, all the Caribbean member states including SIDS are so seriously challenged by disparities in income and wealth that many residents exist at much lower standards of living and work in sub-standard conditions.

The countries of the Caribbean are also exposed to natural hazards and events such as tropical storms, floods, earthquakes and volcanic eruptions. For example, the Eastern Caribbean countries are among the 10 most disaster prone countries in the world when frequency of occurrence is standardized for geographical size or population size. Given very slow progress in natural hazard risk management and mitigation in the Caribbean, natural disasters result in frequent losses of human lives, economic assets, including houses and durable consumer goods, current means of production and employment and labour incomes.

In aggregate, economic losses can be as much as 1.3% of annual Gross Domestic Product (GDP). Poor households, which correlate closely with low incomes work and unemployment, are the most vulnerable to property destruction and decreased labour incomes resulting from natural disasters.

OBJECTIVE

The objective of the evaluation is to assess whether the ILO's decent work country programmes are effectively serving as instruments to achieve the Decent Work Agenda in the Caribbean member states with formalized DWCPs as well as in the Caribbean states designated as SIDS member states and extract lessons that would lead to: (i) improved country programme planning and implementation; (ii) improve its organizational effectiveness, (iii) account for results, (iv) strengthening synergies among the ILO's technical advice and technical cooperation activities; and (v) apply lessons in future programmes and projects, and (vi) identify approaches to better support the achievement of the areas of critical importance identified as priority by the national tripartite constituents of these countries.

SCOPE OF WORK

The evaluation will cover the last two and a half biennia (2010-11, 2012-13 and 2014). The focus and preliminary scope of the High-level Independent Evaluation of the ILO's Decent Work Country Programmes, Strategies and Activities in the Caribbean sub regional is the period covering three biennia starting with the 2010-11 and ending with the current biennium 2014-15.⁴⁷

The evaluation will assess existing DWCPs that covered the evaluation period which are Bahamas, Belize, Guyana, and the member States of the Organization of Eastern Caribbean States (OECS). The evaluation will also assess decent work country strategies and activities in countries which did not have DWCPs during the period (i.e. Jamaica, Suriname, Barbados, and Trinidad and Tobago) but have received ILO support to implement national decent work agendas through technical advice funded through the different Programme and Budget (P&B) accounts, namely: regular budget (RB), regular budget technical cooperation (RBTC), extra budgetary resources (XBTC), and the regular budget supplementary account (RBSA).

To this end, the evaluation will focus on the following main areas of ILO action:

- Providing policy advice and consider action programmes to strengthen the institutional capacity of ministries.
- Support member States' efforts to strengthen data collection and registry systems to ensure that data collected is sex-disaggregated and that statistics concerning conditions of work are available.
- Strengthening the knowledge and skills of labour administrators and social partners based on the ILO's Fundamental principles and Rights at Work (FPRW).
- Promoting awareness-raising strategies targeting employers and workers and their organizations on their respective roles to promote decent work.

The analysis will focus on: (1) the role that ILO has played in assisting member states and social partners achieve decent work agenda while ensuring compliance with ILS especially ILO's fundamental principles and rights at work; (2) the extent to which the Office's activities have enhanced national capacity through technical assistance programmes and projects, including strategies to promote the decent work agenda and compliance with and the application of ILS; (3) the extent to which DWCP strategies and activities have been relevant and coherent with tripartite constituents 'capacities with regard to the application of FPRW and workplace compliance, (4) the degree to which ILO's DWCPs and strategies in the Caribbean have promoted tripartite dialogue to address challenges related to promoting decent work, inclusion of rural sector and informal economy, youth employment and gender equality, and (5) the extent to which

⁴⁷ For the 2014-15 bienniums, the evaluations will take into account results reported for 2014 as well as any progress reported during the first quarter of 2015.

the DWT/O—Port-of-Spain has been effective in delivering of technical assistance to member States in a timely, and cost-efficient way.

This high-level Strategy evaluation will also cover the application of RBM principles in the programming and implementation of ILO's DWCPs and strategies. This will include, but not be limited to the evaluability assessment of relevant results framework, assessing linkages to and P&B Outcomes and indicators; and the formulation of evaluable country programme outcomes (CPOs) that allow better monitoring of their contributions to the achievement of DWCP and P&B strategic Outcomes.

In summary, the evaluation will assess the following:

1. Strategic positioning of the ILO programme in countries included in the evaluation
2. The role and effectiveness of the ILO programme in promoting decent work as well the addressing the deficits;
3. Synergies and alignment of ILO country programme priority outcomes to MDGs and UNDAFs
4. Evidence of the direct and indirect use of ILO's contributions and support at national level (outcomes); evidence of pathways towards longer term impact.
5. The efficiency and adequacy of ILO's organizational arrangements to deliver the ILO's programme in the countries selected for this evaluation.
6. Lessons learned and good practices that would help develop innovative thinking and responses framed within the reality of the new regional context.

METHODOLOGY

In accordance with EVAL's Protocol 2: High-level Evaluation Protocol for DWCP Evaluation, this evaluation will be inclusive in nature and seek to involve all key ILO stakeholders through the establishment of an evaluation support group to facilitate information sharing on the various aspects of the DWCPs and their activities. Evaluation support group members might include programming officers, DWT specialists, RO and HQ specialists support Caribbean DWCP activities.

EVAL proposes a summative evaluation with a formative component to complement the outcome/summative aspect of the exercise. This would be essential for understanding what has worked and why as well what has not worked and draw lessons. To the extent possible the evaluation will identify internal and external factors that have had positive or negative effects on the implementation and the achievement of intended results of the DWCPs, strategies and actions.

To that end, the evaluation will seek to determine the degree to which the ILO DWCPs, strategies and actions that aimed at supporting tripartite constituents' efforts to promote and implement the decent work agenda have actually translated into priorities on the social, economic and political agenda of Caribbean member states to tackle major Decent Work deficits through effective policies, strategies and programmes that embrace each of the ILO's strategic objectives (i) employment creation, (ii) guaranteeing rights at work, (iii) extending social protection, (iv) promoting social dialogue.

Qualitative methods will play an important role in the evaluation to seek information with a breadth and depth not possible with quantitative approaches. The evaluation will rely on different methods of gathering qualitative information, namely: 1) interviews and focus groups; 2) structured targeted questionnaires; 4) document and portfolio analysis and 5) selected country or thematic case studies.

At a minimum, the evaluation framework will be guided by the OECD/DAC criteria and shall seek answers to the respective criterion questions listed below:

1. Relevance.

To what extent are ILO decent work country programmes and strategies relevant to National Development Priorities, UNDAF outcomes and ILO P&B Outcome strategies?

To what extent have ILO DWCP priorities, programmes and TC activities relevant to ILO's Regional Hemispheric Agenda, P&B Outcomes and Areas of Critical Importance (ACIs)?

2. Effectiveness

How effective have been ILO country programme outcomes, strategies and activities in promoting, and supporting member states develop or strengthen national policies needed to achieve the goals of the ILO's decent work agenda?

How effective have ILO's interventions been to support member states and social partners ensure better working conditions and workplace compliance with ILS and FPRW?

How effective have the DWCPs assisted member states address emerging decent work issues and challenges such as rural employment, self-employment and informal economy?

3. Coherence and value added

How have the ILO's DWCPs, strategies and actions been designed and implemented?

To what extent has the ILO's DWCPs and strategies been coherent and complementary (in its design and implementation) with regard to the vertical and horizontal elements of the approach to decent work?

Are the DWCPs and strategies coherent and complementary to similar efforts carried out by constituents, UN partners, IFIs and other development partners?

Are the DWCPs and strategies coherent and complementary to activities being carried out by other ILO departments?

4. Efficiency

To what extent have resources been used efficiently and are the decent work country programmes appropriately and adequately resourced?

What are the costs associated with the programmes?

Has ILO optimized resources in the achievement of results?

5. Impact

To what extent have ILO actions shown immediate impacts in the form of increased capacity, necessary tools and policy improvements needed to work towards the development, implementation and enforcement of national decent work agendas?

6. Sustainability

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

7. Cross-Cutting Issues

Gender equality, along with development, has been identified by the ILO as a cross-cutting issue of the strategic objectives of its global agenda of Decent Work. To the extent possible, data collection and analysis will be disaggregated by gender as described in the ILO Guidance Notes 4: integrating gender equality in monitoring and evaluation.

A summary rating shall be expressed at the end of the six evaluation criteria and the respective questions listed above. The evaluation shall use a six -point scale ranging from "highly unsatisfactory" to "highly satisfactory" as defined below:

- Very unsatisfactory: when the findings related to the evaluation criterion show that expected results have not been attained, and there have been important shortcomings, and the resources have not been utilized effectively and/or efficiently;
- Unsatisfactory: when the findings related to the evaluation criterion show that the objectives have not been attained and the level of performance show major shortcoming and are not fully considered acceptable in the view of the ILO national tripartite constituents, partners and beneficiaries;

- Somewhat unsatisfactory; when the findings related to the evaluation criterion show that the objectives have been partially attained and the level of performance show minor shortcoming and are not fully considered acceptable in the view of the ILO national tripartite constituents, partners and beneficiaries;
- Somewhat satisfactory: when the findings related to the evaluation criterion show that the objectives have been partially attained and there that expected level of performance could be for the most part considered coherent with the expectations of the national tripartite constituents, beneficiaries and of the ILO itself;
- Satisfactory: when the findings related to the evaluation criterion show that the objectives have been mostly attained and the expected level of performance can be considered coherent with the expectations of the national tripartite constituents, beneficiaries and of the ILO itself;
- Very satisfactory: when the findings related to the evaluation criterion show that ILO performance related to criterion has produced outcomes which go beyond expectation, expressed specific comparative advantages and added value, produced best practices.

Evaluation Approach

The evaluation will involve several stages and levels of analysis:

Phase I: Desk review

EVAl will coordinate the gathering of all relevant documentation from HQ and field prior to the evaluation team's commencement.

Document sources for examination will include:

- The SPF and P&B strategies dealing directly or indirectly with labour inspection for the period covered by the evaluation;
- Outcome-based work planning (OBW) and technical cooperation portfolios and related reviews;
- Implementation planning, management and reporting reports for the DWCPs (information from the IRIS Strategic Management Module)
- Relevant global reports and meta evaluations;
- Relevant DWCPs and logic model (results framework)
- Relevant project evaluations;
- Country programme reviews which will have examined recent performance against stated outcomes, determined what has been achieved, and whether strategies being used are efficient and effective;
- All relevant individual programme M&E reports;
- National strategic plans and reports related to labour inspection and workplace compliance; and,
- Other relevant national and UN policy and strategy documents.

The document review will also include the elaboration of desk-based country reviews based on programme and project reports, surveys and SKYPE interviews. These reviews will be conducted by the junior evaluation consultant under the guidance of the evaluation team leader and lead international evaluator. This desk-based portfolio review will analyse project and other documentation, key performance criteria and indicators, and gauge evaluability of the programme.

Phase II: Country evaluation missions

Field work will include the **Bahamas, Belize, Guyana, Jamaica, Barbados, Trinidad and Tobago, Suriname, and least three island nations of the OECS (Antigua and Barbuda, Grenada, and Saint Lucia)**. The evaluation would also conduct desk reviews of country strategies and activities in other Caribbean member states selected on the basis of ILO activities and resources assigned (RB, RBTC, RBSA).

The proposed countries were selected based on: (i) the existence of an ILO Decent Work Country Programmes and/or Strategies, (ii) the size of their TC portfolio, (iii) ILO presence, the countries selected are supported by the DWT/O Port-of-Spain , intraregional projects managed by the RO. Lima , Global Products that have included Caribbean member States.

Country missions will allow detailed interviews of national constituents, ILO DWT/O—Port-of-Spain staff, development partners and implementing partners. ILO staff working in Lima and Geneva on Caribbean DWCP activities, as well as current and past project staff will be consulted. Travel to selected member States parts of the country will support more in depth case review at project/outcome level.

A review of the organizational capacities and practices to support ILO's work in the Caribbean will be conducted. This will include interviews with staff at the Regional Office, DWT/O—Port-of-Spain and other ILO officials in the Region or Geneva working substantively with the country programmes to:

- Assess the performance and capacity of ILO managerial, administrative and business processes directly related to the implementation of the DWCPs.
- Address opportunities to improve cost containment and efficiencies.
- Pinpoint areas of risk, recommend process changes, managerial and organizational improvements, and suggest “best practices” for the ILO, as appropriate.

Phase III: Triangulation and validation of data

Case studies will be based on analysis of all information collected through desk reviews, interviews, and electronic surveys. Case studies for each country to be visited will include interviews with tripartite constituents and ILO staff in addition to desk-reviews and surveys. Case studies for countries not visited will be based on desk-reviews and electronic surveys.

A wide stakeholder consultation and involvement is envisaged. The evaluation team will meet with national government ministries and institutions at central and regional levels, labour unions and employers associations, relevant development partners, research institutions, UN Agencies, bilateral donors, and beneficiaries. The evaluation team will visit field and projects sites as required. Follow-up surveys will be sent out to all stakeholders interviewed as a means of triangulation and validating of information gathered through interviews.

Phase IV: Constituents' workshop

A workshop/debriefing session on findings and recommendations will be conducted for national constituents and ILO key stakeholders for comments and factual validation. The result of this workshop will be the formal responses from the Office and national tripartite constituents.

Expected Outputs

A full report of findings and recommendations will be produced by the lead independent evaluation consultant. The content of this report will focus on recommendations to situate the country programme on a sound basis for future action in the current national, regional and global environment

The GB summary will be finalized by the Evaluation Office and presented to the ILO Director-General and the Governing Body at the November session.

Case studies, background documentation and analysis on which the findings, conclusions and recommendations are based should be included in Annexes.

Management and Responsibilities

The Sr. Evaluation Officer EVAL will take the lead role for funding, tendering, contracting, and implementation management.

The Director of the EVAL will oversee the evaluation process and provide guidance as needed. An officer from DWT/O—Port-of-Spain will be appointed to facilitate coordination with national constituents, DWT Specialist and provide relevant documentation as requested by the team. This person will be the key technical liaison to the evaluation team, assisting in the identification of key national, regional and HQ stakeholders.

The leading external evaluator/s will provide technical leadership and is/are responsible for:

- Drafting the inception report, producing the draft reports and presenting a final report;
- Providing any technical and methodological advice necessary for this evaluation within the team;
- Ensuring the quality of data (validity, reliability, consistency and accuracy) throughout the analytical and reporting phases.
- Producing reliable, triangulated findings that are linked to the evaluation questions and presenting useful and insightful conclusions and recommendations according to international standards.
- Managing the external evaluation team, ensuring the evaluation is conducted as per TORs, including following ILO EVAL guidelines, methodology and formatting requirements.

Quality assurance

The lead evaluator/s will be required to ensure the quality of data (validity, reliability, consistency and accuracy) throughout the analytical and reporting phases. It is expected that the report shall be written in an evidence-based manner such that all observations, conclusions, recommendations, etc. are supported by evidence and analysis.

Provisional work plan and schedule

The draft report will be available for comments by key stakeholders before its finalization in late June 2015 (ILO staff) and mid-July (with constituents) , and then finalized at the latest by August 7 2015. A summary of the evaluation report will be included in the November 2015 submissions to the Governing Body. This timetable is based on the scope of work and methodology set out above, and resources available for the evaluation.

Proposed Tentative Time Table:

Task	Time frame
Preliminary interviews and draft TORs	January/February 2015
Evaluation team formed	March 1 2015
Document review	March 2015
Inception report	Mid-April 2015
Field missions	Start on May 01, 2015
Draft case studies	May 2015
Draft evaluation report	May/June 2015
Consultations with ILO staff and constituents' workshop	Late- June/ mid- July 2015
Final evaluation report including and Executive summary	July 31/August 7 2015
GB Summary	August 15

EVALUATORS' CODE OF CONDUCT AND ETHICAL CONSIDERATIONS

The ILO Code of Conduct for independent evaluators applies to all evaluation team members. The principles behind the Code of Conduct are fully consistent with the Standards of Conduct for the International Civil Service by which all UN staff is bound to. UN staff is also subject to any UNEG member specific staff rules and procedures for the procurement of services. The selected external collaborators shall sign and return a copy of the code of conduct with their contract.

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ANNEX III. REFERENCE DOCUMENTATION

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ANNEX IV. LIST OF TC PROJECTS

PROJECTS ACTIVE DURING THE PERIOD 2010–2015

No.	Project code	Name	Countries covered in this region	Duration from – to	Budget	Unit responsible	Documents	Comments
1	GLO/11/01/MCF	Work for Youth (WAY)	Jamaica	2013 - 2015	HQ	Youth Employment Program, HQ, S. Eider	In EVAL database Youth Report	HQ-GLOBAL Uploaded to dropbox
2	INT/05/24/EEC	Tackling child labour through education (TACKLE)	Guyana Jamaica	1 January 2009 – 31 August 2013	HQ	IPEC	In EVAL database	HQ-GLOBAL
3	INT/07/14/EEC	Assessing and addressing the effects of trade on employment	Jamaica				In EVAL database	HQ-GLOBAL
4	RAL/08/01/SDC	Gestión del conocimiento sobre calidad y equidad de la formación profesional y sus aportes para el trabajo decente	Jamaica				In EVAL database	
5	SPS 152 - RBSA	ILO Programme on Occupational Safety and Health and the Environment in the Caribbean	Trinidad and Tobago, Dominica, Grenada, Saint Lucia, Antigua and Barbuda, Barbados, Belize, Jamaica, Saint Kitts and Nevis, Saint Vincent and the Grenadines, Guyana, Suriname, Bahamas	3 January 2011 – 29 February 2012	USD 250,000	ILO DWT/0—Port-of-Spain	<ul style="list-style-type: none"> OSHE Programme Briefing Note OSHE Prog Matrix Update on OSHE Programme Revised OSHE Prog matrix Revised Draft Stock Paper 	Individually uploaded to dropbox
6	USDOL	Country Level Engagement and Assistance to Reduce Child Labour (CLEAR)	Suriname	2014 - present	366,000 USD for Suriname (in HQ)	FPRW/IPEC	In HQ	HQ-GLOBAL

No.	Project code	Name	Countries covered in this region	Duration from – to	Budget	Unit responsible	Documents	Comments
7	USDOL	ILO/USDOL/PEPFAR/HIV/AIDS Workplace Education Project	Guyana	2004-2014		ILO/AIDS Contact: Brigitte Zug	Final Evaluation Report September 2014	HQ-GLOBAL The Guyana/ILO/USDOL/PEPFAR funded HIV/AIDS Workplace Education Project was launched in February 2004. With an original end date of 2009, a Mid Term Review (MTR) was conducted in 2006 with the aim of conducting a final assessment at the end of project. A series of successive budget allocations and extensions granted by the Donor designed to consolidate project gains and deepen the level of project interventions, led to the extension of the life of the project until February 2014
8	JAM 104-RBSA	Formalization of Informal Economy	Jamaica	August 2014 - September 2015	325,000 USD	ILO DWT/O—Port-of-Spain	RBSA project doc Draft Implementation Plan	Uploaded to Dropbox
9	SPS 804-RBSA	Support the Caribbean Domestic Workers' Network	Subregional	October 2014 – September 2015	108,000 USD	ILO DWT/O—Port-of-Spain	RBSA project doc	Uploaded to Dropbox Implementation plan currently being drafted in collaboration with constituents

ANNEX V. TRAINING STATISTICS FROM ILO-ITC, TURIN

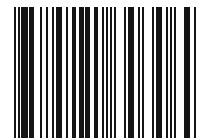
Country	No. of participants	F	M	ILO TC projects (€)	ILO regular budget (€)	Different donors (€)	Italy MAE (€)	EU / UN system/ Int. cooperation (€)	Self-paying (€)	TOT of Funding x country (€)
Anguilla	2	2	0		279.00		283.00		2,100.00	2,662.00
Antigua E Barbuda	14	4	10	8 140.00	5 246.00		4 343.00			20 326.00
Aruba	2	1	1							-
Bahamas	13	10	3	8 100.00	1 440.00		4 420.00		11 000.00	24 960.00
Barbados	55	36	19	17 326.31	20 235.25	600.00	5 344.18	915.40	1 650.00	46 071.14
Belize	9	4	5		2 290.73		3 308.78	1 600.00	4 000.00	11 199.51
Bermuda	2	0	2		279.00		283.00			562.00
British Virgin Islands	2	1	1	100.00	279.00		283.00			662.00
Cayman Islands	2	0	2		1 886.80		1 019.20			2 906.00
Dominica	18	6	12	13 760.00	8 696.04	3 000.00	7 947.00		10 000.00	43 403.04
Grenada	19	10	9	7 003.00	9 051.50		3 176.00	900.00		20 130.50
Guyana	25	16	9	27 594.27	7 082.40	4 318.00	2 976.00		3 622.00	45 592.67
Jamaica	64	43	21	41 181.76	6 602.20	21 100.00	3 259.00	13 950.00	10 900.00	96 992.96
Montserrat	4	1	3		2 352.00	4 030.00	4 049.00		4 900.00	15 331.00
Saint Lucia	8	5	3	3 790.00	2 290.70		2 493.00			8 573.70
St. Kitts & Nevis	14	7	7	17 204.00	4 804.73	1 625.00	2 976.00			26 609.73
St. Vincent	18	15	3	14 064.60	4 525.70	500.00	2 693.00		7 950.00	29 733.30
Suriname	66	41	25		1 515.00	11 050.00	5 872.00	11 400.00	12 600.00	42 437.00
Trinidad & Tobago	149	82	67	35 459.91	38 694.00		13 579.85	37 230.00		193 544.85
Turks And Caicos Islands	2	2	0		279.00		283.00			3 102.00
Totals	478	279	199	189 723.85	117 829.05	10 665.00	62 588.01	56 395.40	€26 250.00	726 864.03

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