

Review of the Decent Work Country Programme : Sri Lanka 2008–12

Sri Lanka



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Foreword

The Decent Work Country Programme review is a participatory self-evaluation tool used to assess the design of the International Labour Organization's package of activities in a specific country for a period of time. The review encompasses examining recent performance against stated outcomes, what was achieved, whether outputs were converted into expected outcomes and whether the strategies used were effective and efficient.

The review goes beyond annual progress reports and is carried out with ILO constituents and other United Nations and national partners. The process enables constituents and other agencies to review ILO performance in delivering outputs and supporting the achievement of outcomes. It also provides a means for gathering feedback from our partners regarding collaboration and coherence within a larger multi-agency context.

The review focuses on the outcomes and guiding strategies of the Decent Work Country Programme to determine where and how improvements can be made and what future strategies and actions constituents and partners should consider. The review exposes both constituents and ILO staff to the concepts and practice of results-based management and enhances national ownership of the review process.

The Regional Programming Services Unit in consultation with the ILO Country Office for Sri Lanka and the Maldives (CO-Colombo) conducted the Sri Lanka Decent Work Country Programme review with a team of international and national consultants and the Regional Evaluation Officer. Extensive and participatory consultations were arranged throughout the process, including meetings with partners and stakeholders, a tripartite stakeholders' workshop and the solicitation for stakeholders' and constituents' inputs to the draft report. CO-Colombo and the Decent Work Technical Support Team in New Delhi also provided substantive inputs.

I want to express appreciation to CO-Colombo for supporting the review, to our Sri Lankan tripartite constituents for their participation in the process, to the authors – Lin Lean Lim, Pamornrat Pringsulaka and Mallika Samaranayake – for conducting the review and preparing the report and to all others concerned who contributed to the review process and the report. I believe that the conclusions, recommendations and lessons learned will be useful for ILO units both at headquarters and the field level – particularly CO-Colombo, ILO tripartite constituents and partners, policy-makers, researchers and other UN agencies – in our joint efforts to make better progress towards achieving the decent work goals in Sri Lanka.

The Decent Work Country Programme is the main instrument for ILO cooperation with member States throughout the world. I hope that this review report contributes to the generation of knowledge on strategically designing and implementing such programmes and ultimately towards realizing the goals of the Asia-Pacific Decent Work Decade 2006–15.

Yoshiteru Uramoto
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Regional Office for Asia and the Pacific

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Executive summary

Review of the Decent Work Country Programme

The review of the International Labour Organization's Decent Work Country Programme (DWCP) 2008–12 for Sri Lanka aimed to take stock of what has worked and what has not worked and to reflect and draw lessons on how to expand the effectiveness of the DWCP for the next period. The review consisted of two main components:

- A comprehensive review of the overall DWCP relevance, design and operations, especially in terms of the appropriateness and adequacy of the programme, outreach, partnerships and implementation performance in contributing to the country's socio-economic development priorities.
- A micro-level review and operational assessment of the progress made on each outcome contained in the DWCP, focusing on the results or impacts achieved through ILO interventions.

The DWCP review was conducted as a participatory exercise involving the review team, ILO colleagues, tripartite constituents, intended beneficiaries and representatives of donor and other United Nations agencies. The review involved an extensive desk review of documentation (including the DWCP document, information from the ILO Web-based strategic management module (SMM) implementation plans, outcome-based workplans, project documents, monitoring and evaluation reports and performance profiles and self-assessments prepared by ILO staff). As well, the review team conducted an in-country, 12-day visit to interview stakeholders and participate in a stakeholders' workshop at the end. The time constraint, however, prevented the review team from following up on substantive details in the interviews with the large number of national stakeholders.

The DWCP review terms of reference prescribed the criteria for assessment and specified a rating system to be applied to both parts of the review:

0–1	1–2	2–3	3–4
Very unsatisfactory	Unsatisfactory	Satisfactory	Very satisfactory

The final ratings were determined by the review team leader in consultation with the other members of the review team. In arriving at these ratings, the review team was very conscious of the subjective nature of a rating system and the difficulties or pitfalls of, first, translating an assessment of the different dimensions of performance into an average score for each criteria and DWCP outcome; second, ensuring consistency on how the ratings are determined; and third, arriving at an outcome score for an implementation period stretching over three ILO biennia with relatively uncertain and changing levels of funding (limited regular budget funds topped up by technical cooperation funds) and with activities starting or completed at different times. The review team was also aware that outcome scores can be influenced by factors outside the control of the ILO, such as the lack of funding and the problems caused by the restructuring of government agencies and change of personnel.

The scores should be used only as a relative indication of the areas that need particular attention especially for improvements, rather than as absolute comparisons and certainly not as an indication of the competence of the ILO staff or as criticism of the Country Office. The purpose is to draw the attention of the entire ILO (the Country Office, Regional Office, Decent Work Technical Support Team and headquarters) and the social partners to the areas where more and better can be done to achieve decent work for all.

Review of the overall performance of the DWCP

Six assessment criteria were specified for reviewing the overall performance of the DWCP:

The role and relevance of the ILO in Sri Lanka, its niche and comparative advantage and UN partnership approach. Conclusion: The DWCP 2008–12 is relevant, linked and contributes directly to all the components of the country's policies for decent work. In fact, the ILO has supported the formulation of a large number of national policies, roadmaps and action plans to promote the different aspects of the Decent Work Agenda in Sri Lanka. The DWCP has a clear programmatic relationship not only to the Ten-Year Horizon Development Framework but also to the United Nations Development Assistance Framework. The ILO niche and comparative advantage

was recognized as its tripartite constituency, with strong networks and presence at the policy and field levels, its participatory and empowering approach and its proven tools and methodologies. The ILO demonstrated flexibility in responding to emerging needs and opportunities in the country, especially in the context of peace since 2009 by successfully developing several project initiatives and working on joint UN programmes.

Overall rating: 3.5 = Very satisfactory

Tripartite participation and partnerships. Conclusion: There was consistently high praise for the ILO efforts to build up the competencies of the tripartite constituents, with many examples of how employers, trade unions and government agencies have institutionalized ILO tools and methodologies into their own programmes. The DWCP contributed to the establishment of committees with tripartite membership to address specific decent work-related issues. Some of these were recognized as successful, continuing to operate even after the completion of ILO projects. However, employers and trade union representatives were very vocal about the ineffectiveness of the National Labour Advisory Council, which is the highest body responsible for social dialogue on labour issues in the country. A major problem encountered was the frequent restructuring and change of personnel within the Government, which required the rebuilding of relationships and proficiency and caused some delays in implementation.

In terms of partnerships with other members of the United Nations family, there was satisfaction with ILO cooperation, growing acknowledgement of the ILO strengths and comparative advantage and use of ILO tools and methodologies. Still, the lack of a delineation of each agency's core competencies affected the allocation of resources. Even though the UN agencies are learning to work together in the joint programmes, there remains a need for better coordination, joint planning and proper sequencing of operations to ensure that the UN as a whole delivers benefits to the target groups.

Overall rating: 3 = Satisfactory

The focus and coherence of the programme's design and strategies. Conclusion: In terms of the DWCP focus and coherence within the national context, the ILO was successful in focusing on areas of decent work deficits and where it could make use of its comparative advantage. Regarding the internal focus and coherence, the review team found several areas that need improved guidelines on developing and implementing the DWCP (such as in the guidebook produced by the Programming Department).

The number of outcomes in the DWCP increased from 3 to 9 to 12 over the past three biennia (2007–08, 2009–10 and 2011–12) to conform to instructions from headquarters on the requirements for results-based management, reporting to the Governing Body, “visibility” with its technical units and to justify funding under the programme and budget indicator. Yet, there was no specification or explanation on how the various outcomes contribute coherently to the “inseparable, interrelated and mutually supportive” strategic objectives of the Decent Work Agenda, as emphasized in the Declaration on Social Justice. In more practical terms, this means that the synergies between the different outcomes have not been systematically or fully taken into account. Where two or more projects were expected to contribute to one outcome, more systematic planning for coordination would help to ensure better use of resources and the efficient delivery of services to intended beneficiaries. Although gender equality, HIV prevention and labour standards were dealt with as distinct programme activities, the review team did not find any integrating strategies for ensuring that each of the DWCP cross-cutting goals were systematically addressed. The programme design also did not spell out a sustainability plan, exit strategy or risk register and risk management plan.

Overall rating: 2–2.5 = Moderately satisfactory. The DWCP does reflect the ILO comparative advantage within the national context. But in terms of the internal focus and coherence, there were several – with implications particularly for the guidelines provided to the Country Office for the design of DWCPs.

Evidence of the direct and indirect results of ILO contributions and support at the national level. Conclusion: The review team found impressive verifiable achievements of the DWCP at the national and local levels. The results were verified by checking available documentation and, more importantly, through commendation by stakeholders and beneficiaries. The main results are highlighted in the following box. The review team also found several examples of the DWCP interventions that have been expanded or replicated and that are likely to be sustained over the longer term.

Main results achieved by the DWCP Sri Lanka

- National policies, action plans and roadmaps on decent work were formulated and implemented (Box 1). ILO support, in particular its technical inputs, and tripartite participation helped ensure that the policies and implementing plans promoted the ILO approach to decent work.
- The National Human Resources and Employment Policy deserves special mention. Prepared with significant ILO inputs and support, the policy provides an umbrella framework for other national policies and solidifies government commitment at the highest level of senior ministers to create more and better jobs. The policy is now before the Cabinet for endorsement. The ILO is providing support for the operationalization of the policy to ensure that it is put into effect.
- Two events directly attributed to ILO support have raised Sri Lanka's status in the global economy, especially in terms of exports and foreign investments:
 - The United States restored trade benefits to Sri Lanka under its Generalized System of Preferences in 2011, on the basis of progress in labour administration.¹
 - Sri Lanka moved up to Tier 2 in the US Government's *Trafficking in Persons* report over the past two years, signifying progress made in tackling the incidence of human trafficking, including conviction of perpetrators.²
- Labour administration was strengthened: The Ministry of Labour and Labour Relations (MOLLR) expanded its programmes on labour inspection; export processing zone workers were trained in freedom of association and collective bargaining; facilitation centres were established in the export processing zones to facilitate labour-management relations; there were good initiatives to use private sector dispute settlement mechanisms, such as by the Employers' Federation of Ceylon, the Board of Investment and trade unions.
- Trade unions introduced such topics as green jobs, trafficking and AIDS into their training programmes; the Ministry of Justice made human trafficking and forced labour priority concerns; the MOLLR now emphasizes the importance of occupational safety and health; district stakeholders and even other UN agencies are adopting the ILO approaches to community-based training and development (such as Community-Based Training for Rural Economic Empowerment and Local Empowerment through Economic Development (LEED)) – all evidence of how the ILO has influenced thinking and action.
- The LEED project, despite its relatively short period of implementation, is increasingly cited by stakeholders, donors and other UN agencies as a flagship example of a coherent, integrated, gender-responsive approach for the sustainable development of conflict-affected areas.

Overall rating: 3–3.5 = Very satisfactory, but needs to be sustained

The efficiency and adequacy of organizational arrangements to deliver the ILO programme. Conclusion: The review team was conscious of the discrepancy between the large size of the programme and the limited staff capacity and was thus all the more appreciative of the amount of work the Country Office achieved.

The constituents appreciated that the ILO consulted and involved them in the formulation and implementation of the DWCP projects – although, they also thought that they were much less involved in the governance processes of monitoring, evaluation and reporting. Systematic follow-up of results and recommendations of the monitoring and evaluation exercises, especially when external funding has ceased, remains a major challenge. Several constituents complained that they found the results-based management system too complex or complicated to comprehend or appreciate.

As a direct execution agency, the ILO has greater flexibility in the allocation of its resources, particularly to the social partners. But the ILO financial contributions to Sri Lanka are not fully reflected in the national accounts, and constituents thus are not able to appreciate the extent and scope of ILO contributions. Also, there needs to be better coordination and timing of ILO support with constituents' programmes for more efficient use of available financial and human resources.

Overall rating: 2.5 = Satisfactory, but shortcomings within ILO systems

Knowledge management and sharing. Conclusion: Knowledge sharing seems to be more of a one-way process in which the ILO was relatively successful in imparting knowledge to stakeholders – which was appreciated, as evidenced by the increasing use of ILO tools and methodologies by constituents and other UN agencies and NGOs.

A check of the Country Office website found it reasonably comprehensive and up to date. But the content was only available in English and not in the local languages.

Despite the favourable findings, the DWCP had no systematic means of drawing upon the knowledge of the constituents. Systematic efforts have yet to be made to gather, package and disseminate the good practices and lessons learned from constituents or to draw up a roster of experienced and knowledgeable national stakeholders who could serve as resource persons. The review team did not find evidence that the data gathered from Monitoring and Evaluation (M&E) had been systematically fed into the knowledge base or disseminated.

Overall rating: 2–2.5 = Moderately satisfactory, improvements can be made

Operational assessment of each DWCP outcome

The five criteria for assessing progress and performance against each of the 12 DWCP outcomes covered: resource adequacy, delivery of outputs, use of outputs by partners or target groups, progress made (against outcome indicators or milestones) and measures to respond to emerging risks and opportunities.

The review team struggled to arrive at an overall rating for each outcome that would reflect the different levels of performance according to the five criteria. Nor was it easy to decide a score for the different levels of performance of several projects contributing to one outcome, especially if they were started or concluded at different times and were expected to meet different donor requirements. There were weaknesses inherent in the monitoring and evaluation (M&E) system in terms of how indicators and milestones were specified, the lack of baseline information and the problems of assessment over three biennia. Additionally, outcome scores can be influenced by factors outside the control of the ILO, such as the lack of funding or the problems caused by the restructuring of government agencies. As already noted, outcome scores should not be taken as an indication of the competence of a staff member or as criticism of the Country Office. Rather than focusing on the summary numerical outcome score, attention should be given to the findings highlighted in the text – the intention is that the ILO and national constituents follow up on these findings so that together they achieve more and better progress towards decent work for all.

LKA101: The Government and its social partners develop and implement employment policies in line with ILO principles. Overall rating: 3 = Satisfactory. Major outputs relating to the National Plan of Action for Decent Work, the National Human Resources and Employment Policy and green jobs were achieved or exceeded and appear sustainable. Although implementation of the policy can only begin after it has been passed by Parliament, the ILO is already assisting the Senior Minister's Secretariat in preparing for its operationalization – signalling the commitment at the highest ministerial levels to begin implementation as soon as possible. Where progress was slow (especially in relation to the Youth Employment National Action Plan), lack of funding seemed to be the main challenge.

LKA102: Enhanced access to more and better jobs in economically disadvantaged and crisis-affected areas. Overall rating: 2.5 = Satisfactory, in light of the difficulties of delivery under conflict-affected circumstances; but sustainable results and impact will take considerable time. (The review team faced particular difficulties in assessing this outcome because of the wide range of outputs listed in the implementation plan and the number of projects covering different stages of the post-conflict situation that was expected to contribute to this outcome. As well, because the ILO contributions were only a portion of several UN joint programmes, overall performance depended on good coordination and joint planning with all involved UN agencies).

LKA103: Improved labour administration system and machinery for better employment practices. Overall rating: 2.5 = Satisfactory for the indicator on labour inspection and labour administration. The most striking evidence of progress made was the restoration of trading benefits under the United States Generalized System of Preferences. But there was lack of progress against the milestones set for occupational safety and health, wage policy and social security (which is described under LKA108).

LKA104: Improved social dialogue to achieve job security, productivity and competitiveness. Overall rating: 2.5–3 = Satisfactory. The donor expressed strong satisfaction with the progress made in providing training on freedom of association and collective bargaining and improving social dialogue in the export processing zones and also with the establishment of private sector dispute settlement mechanisms. But efforts, including financial support, will have to be stepped up to promote public sector dispute mechanisms and social dialogue efforts in the processing zones will have to be expanded and sustained.

LKA105: The Government and social partners develop and implement policies to manage migration and combat trafficking in line with ILO principles. Overall rating: 3–3.5 = Very satisfactory. All outputs achieved except the newly introduced component for reintegration of returned migrants into their communities. The trafficking project was directly credited with Sri Lanka's success in moving up to Tier 2 in the US Government's *Trafficking in Persons* report.

LKA106: The Government and social partners develop and implement policies in line with the ILO Code of Practice on HIV/AIDS and the World of Work: Overall rating: 3–3.5 = Very satisfactory, especially given the funding difficulties. Although Sri Lanka is considered a low-prevalence country, efforts will have to be sustained and scaled up for impact. The ILO should consider strategic ways of keeping up the momentum of HIV prevention.

LKA107: Increased employment opportunities for vulnerable groups in economically lagging regions and conflict-affected areas through value-chain and sustainable enterprise development. Overall rating: 3.5 = Very satisfactory. The Local Empowerment through Economic Development (LEED) project was increasingly cited as a "flagship" project by stakeholders. The donor is "overwhelmingly positive". But efforts will have to be scaled up and sustained for impact.

LKA108: Social security and social assistance schemes reviewed and improved towards the establishment of a social protection floor. Overall rating: 1.5 = Unsatisfactory. This outcome was introduced for the 2012–13 biennium. Lack of funding is the major constraint. In earlier biennia, social security was listed as an output under other outcomes.

LKA109: Worst forms of child labour reduced through preventive measures for children at risk and vulnerable populations and the protection of survivors. Overall rating: 2.5 = Moderately satisfactory. Although substantial progress was made under other outcomes in previous biennia, lack of funding threatens the achievement of Sri Lanka's commitment to eliminate the worst forms of child labour by 2016 under this outcome, which was introduced in the 2012–13 biennium.

LKA801: Strengthened institutional capacity of employers' organizations. Overall rating: 2.5–3 = Satisfactory. Institutional capacity building equipped Employers' Federation of Ceylon members, some of whom now serve as resource persons. The Human Resources Network and Employers' Disability Network are functioning effectively. Members of the Employers' Federation pointed out several weaknesses in the DWCP and areas for sustained support.

LKA802: Strengthened institutional capacity of workers' organizations. Overall rating: 2–2.5 = Moderately satisfactory. The capacity building needs of the trade unions are great and more needs to be done, including to enhance the competency of regional unions and to strengthen their field presence outside of Colombo as well as building up a second generation of union leaders, especially women and youth leaders.

LKA826: Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations. Overall rating: 2 = Moderately satisfactory. Much promotional work was done but greater progress could be made to implement ratified Conventions and to ratify new Conventions.

Suggestions for priority areas in the DWCP Sri Lanka 2013–17

The suggestions for priority areas in Sri Lanka's next DWCP are intended to provide a starting point for in-depth discussion with ILO constituents and partners on where and how the ILO can most effectively work with them to achieve decent work for all. The aim is also to contribute to a logical sequence for strengthening ILO support to a country: The Country Programme priorities identified through the DWCP review will provide inputs to the Decent Work Country Policy Analysis (conducted following this review), which will then provide strategic and technical input for the development of the next DWCP. Sri Lanka is piloting this programmatic approach, so ideally the lessons learned will be useful for promoting a coordinated and systematic approach to how the ILO develops its support to a country.

Country priority 1: Promotion of full, decent and productive employment and sustainable enterprise development

- Outcome 1:** Government and the social partners expand the employability and productivity of young women and men through market-oriented skills training and measures to facilitate entry into the labour force.
- Outcome 2:** Enterprises, both formal and informal, have an improved business environment, access to quality services and better working conditions.
- Outcome 3:** Communities in conflict-affected and economically lagging regions have greater access to more and better jobs and expanded product markets.

Country priority 2: Social inclusion and the establishment of a social protection floor

- Outcome 4:** A gender audit confirms that all policies and programmes for decent work are gender sensitive and responsive.
- Outcome 5:** Worst forms of child labour are eliminated.
- Outcome 6:** Migrants, their families and the country all benefit from policies and programmes to manage “skilled, safe migration” and protect against human trafficking.
- Outcome 7:** Social security and social assistance schemes and labour market policies are reviewed and improved towards the establishment of a social protection floor.

Country priority 3: Strengthened democratic governance of the labour market

- Outcome 8:** A national, sex-disaggregated labour market information system promotes a better matching of supply and demand in the labour market.
- Outcome 9:** Improved labour administration and social dialogue mechanisms strengthen industrial relations, particularly in the conflict-affected and economically lagging regions.
- Outcome 10:** The institutional capacity of employers’ organizations is strengthened.
- Outcome 11:** The institutional capacity of workers’ organizations is strengthened.
- Outcome 12:** The capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations is strengthened.

Recommendations for strengthening the DWCP

Based on their discussions and field trips, the review team arrived at several observations and recommendations for strengthening the DWCP and improving the ways in which the ILO delivers, monitors and reports on its technical and financial assistance to Sri Lanka. These recommendations are addressed to the entire ILO and constituents. The Country Office with its limited human and financial resources and acting within ILO structures, processes and procedures, can only do so much; but together with the Regional Office, DWT/CO-New Delhi, headquarters and the tripartite constituents, more and better can be achieved.

The focus and coherence of the DWCP

- DWCPs are designed to reflect the ILO results-based management system with one-to-one linking of DWCP outcomes with those in the ILO Strategic Policy Framework and programme and budget (P&B). The large number of outcomes, however, means that it is not possible to see how they contribute coherently to the “inseparable, interrelated and mutually supportive” strategic objectives of the ILO Decent Work Agenda. The synergies between outcomes are often neglected. The guidelines for designing the next DWCP should indicate that the results framework and outcome-based workplans cite specific outputs or activities for linking outcomes and thereby better reflect the inseparable, interrelated and mutually supportive nature of the Decent Work Agenda.
- The DWCP includes several cross-cutting goals. To ensure that they are systematically integrated, the strategy for each goal should be spelled out in the DWCP and the results framework, and outcome-based workplans should reflect each cross-cutting goal in terms of specific indicators and outputs.
- Two or more projects often contribute to one DWCP outcome. It is important that the results framework and the outcome-based workplans specify outputs or activities for the systematic coordination and collaboration between projects contributing to the same outcome.
- Because the main means of delivering the DWCP is through technical cooperation projects, it would be useful that the design of new project documents links as closely as possible to that of the DWCP. For example, the project document should explain the entry points of the project into the DWCP, explaining where and how the project fits and also setting out the intervention design, logic and strategy of how the project would contribute to the achievement of a specific DWCP outcome.

Sustainability of the DWCP

To ensure sustained results and impact, the DWCP must have a clear sustainability plan, exit strategy and risk register and risk management plan. The guidebook for developing DWCPs might include:

- A sustainability plan, which would include a strategy to ensure durable results beyond the life of the DWCP and could focus on at least three aspects of sustainability – ownership, capacity of local stakeholders and knowledge management and sharing.
- A sustainability plan, which is not necessarily the same as an exit strategy and which would set out what to do upon the end of project funding, including strategy for marshalling resources (and the early preparation of concept notes). The exit strategy should put in place alternative supports (technical, institutional or financial) and monitoring mechanisms to track and follow up and then determine which activities should be continued, which should be revitalized and which should be absorbed by others.
- A risk register, which can identify risks by the level of danger (including those related to macroeconomic trends and socio-political situations); a risk management plan should set out measures particularly for addressing high risks.

Tripartite participation and partnerships

- Achieving decent work is the responsibility of not just the ILO but all national stakeholders. It is crucial that the tripartite partners take roles not only in the development and implementation of the DWCP but also in its monitoring and evaluation, including documenting good practices and lessons learned and following up on the results of M&E.
- The ILO efforts to enhance the capacity of the constituents are essential, and much has been done. Future capacity building may want to i) emphasize training on the technical aspects of decent work issues so that constituents are better equipped to participate in social dialogue; ii) include measures to track and follow up on how constituents are using the ILO training and tools; iii) familiarize the stakeholders on the ILO results-based management system (which they currently find too complex or complicated) so that they are better able to understand, appreciate and support the ILO efforts to focus on results and impact; and iv) train persons specifically designated by the tripartite constituents to take responsibility for engaging with ILO staff on M&E.
- In the specific case of Sri Lanka, it is critical that the Country Office can better explain and profile the ILO contributions as a direct execution agency, as compared with other UN agencies that operate through national execution.
- In-country donors appear to still have limited knowledge of the ILO core mandate and competencies, which could affect resource marshalling efforts. It would be useful to have a systematic communication strategy (but this cannot be just the responsibility of the Country Office) to better profile the ILO to donors as a rights-based development agency with a unique tripartite constituency and proven ability to operate at both the policy and ground levels.
- There is still room to better profile the ILO to other UN agencies so that there can be a clearer delineation of roles and responsibilities (and the allocation of resources), based on core mandates and competencies.
- Although the experience of working together on joint programmes is improving cooperation and collaboration, there should be, as called for in the new UNDAF, more harmonization of programming and collective targeting to promote proper sequencing in delivering outputs and to ensure that agencies do not spread themselves thinly but rather reinforce each other and provide holistic and sustainable solutions with maximum synergy. Documenting the good practices and lessons learned from participating in joint UN programmes would contribute to improving the ways in which the ILO and other UN agencies work together.

Organizational arrangements to deliver on the DWCP

- Implementing the DWCP is the joint responsibility of the ILO and the tripartite constituents. It is important to better coordinate workplans and budgets of the ILO and constituents for more efficient use of available resources and personnel.
- It might be useful to assign one staff member to be responsible for one DWCP outcome (instead of the current system of staff responsibilities assigned according to the four strategic sectors and two or more persons reporting under one DWCP outcome). The responsible person would be in a better overview position to ensure the coherence and timeliness of activities and outputs under one outcome and to see opportunities for integrating cross-cutting goals and also strengthening the synergies between projects (and thus address the problem of weak links between DWCP outcomes).
- Efforts to strengthen the ILO results-based management system, particularly in terms of reporting requirements, should take into account the impact on the time and ability of ILO staff to deliver tangible outputs and impacts.

Knowledge management and sharing

Knowledge management and sharing is not just about how stakeholders access and use the ILO knowledge base but how the ILO gathers and uses the knowledge of stakeholders. To ensure that knowledge management and sharing is truly a two-way process, the Country Office, ILO Regional Office, headquarters and the national stakeholders all have roles:

- The Country Office can develop strategies for involving local partners in generating knowledge, such as in conducting research, establishing databases and documenting good practices and lessons learned.
- The Country Office, together with the constituents, could compile a roster of experienced local stakeholders who can serve as resource persons to share their knowledge with others in training programmes, etc.
- The ILO Regional Office and headquarters could assist the Country Office to organize and feed the results of various M&E exercises into knowledge platforms and, importantly, develop a communication strategy for the DWCP aimed at: i) raising the public visibility of the achievements among stakeholders (the review team sensed that several international agencies have more modest achievements than the ILO yet maintain a higher public profile); ii) better profiling the ILO competencies and achievements to stakeholders; iii) using the information for resource marshalling purposes; and iv) encouraging and supporting replication and scaling up by highlighting lessons learned, good practices and the factors that enable success or non-success.

Acronyms and abbreviations

ADCOR	Association for Dialogue and Conflict Resolution
AusAID	Australian Agency for International Development
BCIS	Bandaranaike Centre for International Studies
BDS	Business Development Services
BIDTI	Bandaranaike International Diplomatic Training Institute
BOI	Board of Investment
CB-TREE	Community-Based Training for Rural Economic Empowerment
CCA	Common Country Assessment
CEACR	Committee of Experts on the Application of Conventions and Recommendations
CO	Country Office
CP	Country Programme
CSR	corporate social responsibility
CTA	chief technical adviser
DWCP	Decent Work Country Programme
DWCPA	Decent Work Country Policy Analysis
DWT	Decent Work Technical Support Team
EC	European Commission
ECAC	Empowering Conflict-Affected Communities
EFC	Employers' Federation of Ceylon
EPZ	export processing zone
EVAL	ILO Evaluation Unit
FAO	Food and Agriculture Organization of the United Nations
FCCISL	Federation of Chambers of Commerce and Industries of Sri Lanka
GSP	Generalized System of Preferences
IDP	internally displaced person
IEC	information and education communication
ILS	International Labour Standards
IOM	International Organization for Migration
IPEC	International Programme on the Elimination of Child Labour
IRAP	Integrated Rural Accessibility Planning Project
IREDP	Integrated Rural Economic Development Plan
LEED	Local Empowerment through Economic Development
LMI	labour market information
M&E	monitoring and evaluation
MFE	Ministry of Foreign Employment Promotion and Welfare
MOJ	Ministry of Justice
MOLLR	Ministry of Labour and Labour Relations
MOYA	Ministry of Youth Affairs
MYASD	Ministry of Youth Affairs and Skills Development
NCPA	National Child Protection Authority
NHREP	National Human Resources and Employment Policy
NILS	National Institute of Labour Studies
NIOSH	National Institute of Occupational Safety and Health
NLAC	National Labour Advisory Council
NPA	national plan of action
NPC	National Project Coordinator
NVQ	National Vocational Qualification
NWC	National Workers Congress
OSH	occupational safety and health
PAF	Programme Acceleration Funds
P&B	programme and budget
PLHIV	Persons living with HIV
PWD	Persons with disabilities
RBM	results-based management
RBSA	regular budget supplementary account
RCI	Recovery Coordination Initiative
RCY	Reintegration of Children and Youth
RPCs	Regional Plantation Companies
SDC	Swiss Agency for Development and Cooperation
SIYB	Start and Improve Your Business
SLBFE	Sri Lanka Bureau of Foreign Employment
SME	small and medium-sized enterprise
SMM	Strategic Management Module

SPF	Strategic Policy Framework
TSC	Tripartite Steering Committee
TVEC	Tertiary and Vocational Education Commission
TYHDF	Ten-Year Horizon Development Framework
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
US DOL	United States Department of Labour
US DOS	United States Department of State
VET	vocational education and training
WARM	Work Adjustment for Recycling and Managing Waste
WOW	Whatever or Wherever
WFCL	worst forms of child labour
YEN	Youth Employment Network
YENAP	Youth Employment National Action Plan

1. Introduction

1.1 Country context

Three decades of ethnic armed conflict and internal strife in Sri Lanka ended in May 2009, heralding political, economic and social development. The country has registered healthy economic growth of more than 8 per cent per annum in recent years and has transitioned from low- to middle-income status. Sri Lanka is now at a critical juncture. The country needs to make the most of emerging opportunities while addressing existing challenges to propel itself into an era of sustainable peace and inclusive prosperity.

In 2005, the Government launched a Ten-Year Horizon Development Framework 2006–16, called the Mahinda Chintana: Vision for a New Sri Lanka, to tackle its development challenges. The framework targets the high levels of poverty, particularly in the conflict-affected and economically lagging regions; the exclusion of marginalized and vulnerable groups; the promotion of human rights, including labour rights and gender equality; the creation of an enabling environment for doing business; and the employment challenge. The framework also seeks to address declining labour force participation rates; the high rates of unemployment among women and youth, especially educated young women and men; the persistent mismatch between the supply of and demand for skills; the high degree of working poverty and socio-economic vulnerability among those who work in the informal economy (about 65 per cent of the employed population); and ensuring safe labour migration that benefits migrants, their families and the sending and receiving countries (Sri Lanka sends more than 250,000 workers abroad every year, about half of whom are women).

Sri Lanka is unique in that it has several policies, action plans and roadmaps, many developed with ILO support, to promote decent work. The Mahinda Chintana devotes a complete chapter to the promotion of decent work based on the ILO concept emphasizing productive work in conditions of freedom, equity, security and human dignity. The Government also developed a specific National Policy and National Action Plan for Decent Work in Sri Lanka, with emphasis on the four pillars of creating jobs of acceptable quality, rights at work, social protection and social dialogue. A National Human Resources and Employment Policy is currently with the Cabinet for endorsement; it is intended to provide an umbrella framework for the various policies under different ministries and to solidify government commitment to expanding employment and decent work.

The ILO has a long history of collaboration with Sri Lanka, dating back to 1948, when the country joined the organization. The ILO tripartite constituents and partners are the Government with the Ministry of Labour and Labour Relations (MOLLR) as the focal point, the Employers' Federation of Ceylon and the trade unions.¹ The ILO operates within the One United Nations system in Sri Lanka, contributing directly to the goals identified in the UN Development Assistance Framework (UNDAF).

1.2 Sri Lanka Decent Work Country Programme 2008–12

The ILO delivers its technical and financial assistance to Sri Lanka through a Decent Work Country Programme (DWCP). The DWCP 2008–12 was developed in full consultation with the tripartite partners and in line with the Ten-Year Horizon Development Framework and the National Policy and National Action Plan for Decent Work in Sri Lanka.

The DWCP relied on the analysis and conclusions of the UN Common Country Assessment when identifying the key development challenges and opportunities in Sri Lanka. The Common country Assessment, which was completed in October 2006, formed the basis for the United Nations Development Assistance Framework (UNDAF). The DWCP was aligned with the UNDAF implementing period of 2008–12.

¹ There is a multiplicity of trade unions in Sri Lanka (more than 1,650 unions and 19 federations), many of them very small. The ILO works with the major trade unions, including Sri Lanka Nidahas Sevaka Sangamaya (SLNSS), the National Workers Congress (NWC), the Health Workers Alliance, the Ceylon Workers Congress (CWC), the Ceylon Bank Employees Union (CBEU), the Free Trade Zone and General Services Union (FTZGSU), the Jathika Sevaka Sangamaya (JSS), the Lanka Jathika Estate Workers Union (LJEWU), the Ceylon Federation of Trade Unions (CFTU), the Ceylon Estate Staff Union (CESU), the Confederation of Public Sector Independent Trade Union (COPSITU) and the National Association for Trade Union Research and Education (NATURE), which is a group of 17 trade unions working together on training and educational activities.

The DWCP Sri Lanka 2008–12 was developed to target poverty reduction and decent work for all, to be achieved through interventions promoting three main outcomes:

- Outcome 1:** Enhanced access to more and better jobs in economically disadvantaged and crisis-affected areas
- Outcome 2:** Enhanced labour administration and equitable employment practices
- Outcome 3:** Improved tripartite cooperation on initiatives linking job security, productivity and competitiveness.

The programme also specified several cross-cutting themes: the informal economy, gender equality, international labour standards and the adoption of a code of practice on HIV prevention in the workplace.

Over the five-year period of implementation of the DWCP, these three main outcomes were expanded to respond to emerging national needs and opportunities, especially in the context of peace as of 2009, and to conform to ILO efforts to strengthen results-based management of projects. The following outlines the DWCP outcomes and their relevant codes (for ILO reporting systems). The promotion of gender equality remains a priority to be integrated throughout:

- LKA101:** The Government and its social partners develop and implement employment policies in line with ILO principles
- LKA102:** Enhanced access to more and better jobs in economically disadvantaged and crisis-affected areas
- LKA103:** Improved labour administration system and machinery for better employment practices
- LKA104:** Improved social dialogue to achieve job security, productivity and competitiveness
- LKA105:** The Government and social partners develop and implement policies to manage migration and combat trafficking in line with ILO principles
- LKA106:** The Government and social partners develop and implement policies in line with the ILO Code of Practice on HIV/AIDS and the World of Work
- LKA107:** Increased employment opportunities for vulnerable groups in economically lagging regions and conflict-affected areas through value-chain and sustainable enterprise development
- LKA108:** Social security and social assistance schemes reviewed and improved towards the establishment of a social protection floor
- LKA109:** Worst forms of child labour reduced through preventive measures for children at risk and vulnerable populations and the protection of survivors
- LKA801:** Strengthened institutional capacity of employers' organizations
- LKA802:** Strengthened institutional capacity of workers' organizations
- LKA826:** Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations

1.3 Review of the Decent Work Country Programme

Objective of the review: The review of the DWCP Sri Lanka was conducted in August 2012 to take stock of what has worked and what has not worked and to reflect on how its effectiveness could be improved in the next biennium (see Appendix I for the terms of reference). The specific objectives of the DWCP review were twofold:

- assess the implementation of the DWCP interventions and make recommendations for improvements, especially in terms of results-based management; and
- collect lessons learned and make recommendations that could be used as inputs for the formulation of the next DWCP for Sri Lanka. The findings of the review are also intended to inform the preparation of a Country-Based Policy Analysis.

The DWCP review findings and recommendations are intended not only for ILO (the Country Office, the ILO Regional Office for Asia and the Pacific, the Decent Work Technical Support Team in New Delhi and headquarters) but also the tripartite constituents. The DWCP was designed and implemented through close engagement with the constituents because the achievement of decent work is the responsibility of all parties. Thus, the review of the programme's performance applies to all parties, and the follow-up to the findings and recommendations should be by both the ILO and the tripartite constituents.

Scope of the review: The DWCP review covered all ILO interventions in Sri Lanka from 2008 to August 2012, with two components:

- A comprehensive review of the overall DWCP relevance, design and operations, especially in terms of the appropriateness and adequacy of the programme, outreach, partnerships and performance in contributing to the country's socio-economic development priorities.
- A micro-level review and operational assessment of the progress made on each outcome in the DWCP, focusing on the results or impacts achieved through the ILO interventions.

Methodology: The DWCP review was conducted as a participatory exercise involving the review team,² the ILO (CO-Colombo, RO-Asia the Pacific, DWT/CO-New Delhi and headquarters), the tripartite constituents, intended beneficiaries, donors and other United Nations agencies.

The review involved an extensive desk review of documentation (including progress and evaluation reports, implementation and outcome-based workplans, implementation reports and self-assessments) and an in-country, 12-day visit by the review team to interview stakeholders (see Appendix III for the schedule and people interviewed). The analytical framework and assessment criteria for the DWCP review were guided by the terms of reference. The technical staff involved in providing the ILO interventions also provided a performance profile and self-assessment for each outcome. A stakeholders' workshop was conducted at the end of the visit for feedback on the findings and the recommendations of the DWCP review and agree on suggested priorities for the next DWCP.

The TOR defined the criteria for assessment and specified a rating system to be applied to both components of the review:

0–1	1–2	2–3	3–4
Very unsatisfactory	Unsatisfactory	Satisfactory	Very satisfactory

See Appendix I for description of the ratings. The final ratings were determined by the review team leader in consultation with the other members of the review team and based on a synthesis of the information derived from the documents, the interviews, the scoring in the staff self-assessments and the stakeholders' workshop.

Constraints and considerations: The review team acknowledges the excellent preparations and support provided by the ILO Country Office. However, the time available for interviews with the large number of national stakeholders was limited, and thus it was not possible to follow up with substantive details.³

The use of the rating system proved problematic at times. To complete each rating, the review team⁴ was conscious of the subjective nature of a rating system and the difficulties or pitfalls of, first, translating an assessment of the different dimensions of performance into an average score for each performance criteria and DWCP outcome,⁵ then second, ensuring consistency in how the ratings are determined and, third, arriving at an outcome score for an implementation period that stretches over three biennia and with activities starting or completed at different times. The review team also was aware that outcome scores can be influenced by factors outside the control of the ILO, such as the lack of funding even after the submission of various proposals or the problems caused by the restructuring of government agencies and change of personnel.

2 The review team entailed Lin Lean Lim (independent consultant and team leader who had the main responsibility for preparing this report), Pamornrat Pringsulaka (Monitoring and Evaluation Officer, ILO Regional Office for Asia and the Pacific who had the main responsibility for organizing the DWCP review, preparing the terms of reference and guiding the technical conduct of the DWCP review) and Mallika R. Samaranayake (Chairperson of the Institute for Participatory Interaction in Development and national consultant).

3 It was not possible to discuss detailed outputs with the constituents under each DWCP outcome (what to continue, what to change, what to stop).

4 The review team benefitted from a study on rating systems for DWCP reviews recently commissioned by the ILO Evaluation Unit and conducted by Cornell University.

5 It was especially difficult when two or more projects are expected to contribute to one outcome but are started or completed at different times or their performance, according to the different criteria, differed significantly.

1.4. Structure of the report

This report presents the results of the DWCP review. Chapter 2 reports on the appropriateness and adequacy of the programme relevance, design, outreach/partnership and implementing performance. Chapter 3 contains the assessment of progress made on each of the 12 DWCP outcomes. The same rating system is applied in both chapters, but the review team emphasizes that the scores should be used only as a relative indication of the areas that need particular attention, especially for improvements, rather than as absolute comparisons and certainly not as an indication of the competence of the ILO staff or as criticism of the Country Office.

The purpose of the review is to draw the attention of the ILO CO-Colombo, RO-Asia and the Pacific, DWT/CO-New Delhi and headquarters as well as the tripartite partners to the areas that can be improved. The final chapter focuses on priority areas and themes for Sri Lanka's next DWCP and recommendations for strengthening the country programme and the ways in which the ILO delivers, monitors and reports on its technical and financial assistance. Again, the review team emphasizes that the recommendations are addressed to the all levels of the ILO and the tripartite constituents. The Country Office will need support from the rest of the organization not only in terms of human and financial resources but also efficient and effective institutional and administrative structures and processes, while the national constituents can strengthen their contribution to making decent work a reality in Sri Lanka.

2. Assessment of the Decent Work Country Programme performance

This chapter presents the findings of the DWCP review, based on six assessment criteria specified in the terms of reference:⁶

- The role and relevance of the ILO in Sri Lanka, its niche and comparative advantage and UN partnership approach.
- Tripartite participation and partnership.
- The focus and coherence of the programme's design and strategies.
- Evidence of the direct and indirect results of ILO contributions and support at the national level.
- The efficiency and adequacy of organizational arrangements to deliver the ILO programme.
- Knowledge management and sharing.

2.1 The role and relevance of the ILO in Sri Lanka, its niche and comparative advantage and UN partnership approach

As described in the previous chapter, Sri Lanka's Ten-Year Horizon Development Framework (the Mahinda Chintana 2006–16) includes a chapter on a flexible and globally employable workforce that sets out the country's vision of "a future of peace and prosperity in which all Sri Lankans enjoy a better quality of life free from poverty and deprivation, through the promotion of opportunities for women and men to obtain productive work in conditions of freedom, equity, security and human dignity".⁷ The chapter quotes the ILO description of decent work and describes the future policy directions in four strategic areas: generate employment, promote skills development and labour productivity, increase the flexibility of labour laws and regulations, and improve employer–employee relations.

The National Policy for Decent Work in Sri Lanka, which was developed with ILO support, refers to the Mahinda Chintana vision and spells out policies for creating opportunities for employment, ensuring rights and freedom at work, encouraging social dialogue and providing social protection for all. The National Plan of Action for Decent Work converts these policy initiatives into an integrated platform for action.

It is very obvious that the DWCP Sri Lanka 2008–12 was relevant, linked and contributed directly to all the components of the country's policies for decent work. In fact, as shown in Box 1, the ILO supported the formulation of many national policies, action plans and roadmaps to promote the different aspects of decent work in Sri Lanka.

The DWCP had a clear programmatic relationship, not only to the Ten-Year Horizon Development Framework but also to the UNDAF, as spelled out in an appendix to the DWCP document. In the UNDAF 2008–12 formulation process, the ILO chaired the UNDAF poverty group. In the new UNDAF, which was drafted in 2012, the ILO with UNICEF will take responsibility for the social protection component.

⁶ The assessment criteria are linked or overlap to some extent; thus, the reporting on the findings according to the six assessment criteria means that some information is inevitably repeated.

⁷ Mahinda Chintana 2006–16.

Box 1

Policies, action plans and roadmaps on decent work developed with ILO support

Policies

- National Human Resource and Employment Policy (now with the Cabinet for approval), 2012
- National Child Labour Policy (work in progress) 2012
- National Strategy on Tertiary, Vocational Education, and Training Provision for Vulnerable People in Sri Lanka, 2011
- National Policy on HIV/AIDs for the World of Work, June 2010
- National Framework Proposal for Reintegration of Ex-combatants into Civilian Life in Sri Lanka, 2009
- National Labour Migration Policy for Sri Lanka, October 2009
- National Framework on Social Dialogue, April 2009
- National Policy on Decent Work, August 2006
- National Policy of Prevention of Trafficking of Children for Exploitative Employment, Including Commercial Sexual Exploitation (2001)

Action plans

- National Plan of Action for Decent Work, 2006
- National Action Plan of the National Framework Proposal for Reintegration of Ex-combatants into Civilian Life in Sri Lanka, 2009
- National Action Plan for Youth Employment in Sri Lanka, September 2006
- National Plan of Action for the prevention of trafficking of children for exploitative employment, including commercial sexual exploitation (October 2001 through 2011).
- Vocational Education and Training Plans – Sabaragamuwa, Eastern and Northern (ongoing) Provinces
- Draft Implementation Plan for the National Strategy on Tertiary, Vocational Education and Training Provision for Vulnerable People in Sri Lanka

Roadmaps

- Sri Lanka's Roadmap 2016 on the Worst Forms of Child Labour – From commitment to action, 2010
- Making Decent Work a National Reality, Sri Lanka Road Map, August 2009
- Road Map to Operationalize National Action Plan on Youth Employment
- Road Map to Implement Sri Lanka National Policy on HIV and AIDS in the World of Work

Acts

- Occupational safety and health legislation (draft)
- Employment of Women, Young Person and Children Act – supported the development of the list determining hazardous forms of child labour, which was gazetted in December 2010 as part of widening the scope of the legislation
- Amendments to the Penal Code on worst forms of child labour, including trafficking in 2006

The review team asked partners and beneficiaries what they considered to be the ILO niche and comparative advantage. **The responses emphasized the ILO tools and methodologies.** It was striking that several people explained that, through other agencies they encountered, they particularly appreciated the ILO participatory approach and focus on improving their own capacities – “empowerment rather than patronage”. NGO partners cited the ILO niche as community-oriented capacity building (“so that things don’t end when the project finishes”), ownership (“taught us to monitor and follow up with the community”) and inclusiveness (“to work also with other languages or religious communities”).

Donor representatives (most of those whom the team met were relatively new in the country) admitted that initially they had very limited knowledge of either the ILO core mandate or its competencies – “I thought the ILO is only a rights-based organization. I did not know it is a development agency”; “I thought the ILO dealt only at the policy level, I did not know of its grass-roots outreach and implementation capacity”. Once they started working with the ILO, these particular representatives were highly appreciative, particularly of the professionalism and cooperation from the ILO staff. They characterized the niche as the only organization with a tripartite constituency (and thus strong networks and presence at the policy and field levels) and the tried-and-tested ILO tools for capacity building. Clearly, there is still a need for better awareness raising among potential donors.

The ILO demonstrated flexibility in responding to emerging needs and opportunities in the country, especially in the context of peace since 2009. The main evidence of flexibility and ability to respond was the introduction of several project initiatives funded through the use of ILO resources (such as a project to implement the National Framework for the Reintegration of Ex-Combatants into Civilian Life), successful commitment of new or additional donor resources (for example, the Local Empowerment through Economic Development project (LEED), funded by the Australian Agency for International Development (AusAID)), the reprogramming of current project resources to tackle emerging concerns (for example, the use of available resources in the migration project to respond to the request of the Ministry of Foreign Employment Promotion and Welfare (MFE) to introduce a component on the reintegration of returned migrants) and participation in joint programmes with other UN agencies (in the conflict-affected areas in the Northern and Eastern Provinces, funded by donors, including the Government of Japan and the European Commission).

Overall rating for the role and relevance of the ILO: 3.5 = Very satisfactory

2.2 Tripartite participation and partnerships

The criteria for assessing how the DWCP promoted tripartite participation and partnerships centred on how the ILO assisted the constituents to participate more meaningfully in national policy formulation, planning and implementation of the Decent Work Agenda. The ILO demonstrated this in two ways: i) improving institutional capacities through training and access to ILO tools and methodologies and helping constituents use their capacities; and ii) supporting platforms for the social partners to participate in policy formulation and implementation.

A major problem encountered was that over the period of the DWCP, there were frequent Cabinet reshuffles, restructuring and changing mandates and priorities of government ministries and agencies.⁸ Changes of personnel resulted in the loss of some committed and experienced partners and required the rebuilding of relationships, which caused some delays in implementation. On the plus side, the ILO worked with an extensive range of government agencies at the national and regional levels, including the Senior Minister's Secretariat, the Ministry of Productivity Promotion, the Ministry of Foreign Employment Promotion and Welfare, the Ministry of Youth Affairs and Skills Development, the Ministry of Justice, the Board of Investment, the Tertiary and Vocational Education Commission, the Ministry of Health, the National Child Protection Authority and District Secretariats – thereby extending its influence and impact.

There was consistently high praise for ILO efforts to build up the proficiencies of the tripartite constituents. Several people interviewed singled out the training received at the ILO International Training Centre in Turin, Italy and described how they had shared their own training (cascade style) and developed and initiated their own programmes. **There were many requests for additional training, but there were also many examples of how employers, trade unions and government agencies institutionalized ILO tools and methodologies into their own programmes.** For example, the trade unions now use the ILO modules for training their members on collective bargaining and social dialogue, AIDS, green jobs, etc.; employers have developed their own manual on operationalizing decent work; various government officers used the ILO materials as the basis of their training programmes on gender equality, Start and Improve Your Business (SIYB), Community-Based Training for Rural Economic Empowerment (CB-TREE), the prevention of trafficking and human smuggling, HIV prevention and occupational safety and health (OSH).

The institutionalization of ILO tools and methodologies into programmes and activities means greater ownership on the part of the constituents. A representative of the Employers' Federation of Ceylon, for example, explained how their activities focused on the decent work aspects of employment generation, the promotion of equal opportunities (especially for the disabled) and improvement of productivity. A Ministry of Justice officer traced the origins of their programme on trafficking to training the staff received from the training centre in Turin. Also striking is that the Government allocated funds from the national budget specifically for promoting decent work (for example, 30 million rupees annually to the MOLLR to implement the National Action Plan on Decent Work and an allocation to the Ministry of Youth Affairs and Skills Development to support the work in the Youth Employment Network).

⁸ For example, a considerable proportion of the work under the DWCP shifted from the MOLLR to the new Ministry of Productivity Promotion.

In terms of how the DWCP supports platforms for the tripartite constituents to participate in policy dialogue, formulation and implementation, there was appreciation for the “neutral partner” role that the ILO takes in bringing together different parties. All ILO programmes have established Tripartite Steering Committees. How effectively these Committees have functioned is partly dependent on the level of representation and the capacities of the members. Some people interviewed highlighted problems relating to the lack of regular reporting, particularly on monitoring, by the ILO and the difficulties of understanding the complex results-based management systems.

At the national and local levels, the DWCP contributed to the establishment of committees with tripartite membership to address specific decent work related issues. Some of these have been recognized as successful – such as the National Steering Committee on Child Labour and the National Anti-Trafficking Task Force, which were set up as part of the now-ended ILO programmes and which continue to operate, and the community vigilance groups, which continue to seek out and assist people at risk of being trafficked.

Employers and trade unions, however, were very vocal about the ineffectiveness of the National Labour Advisory Council (NLAC), which is the highest body responsible for social dialogue on labour issues. There were various problems relating to the functioning of the Council (the relationship among the partners was described as “adversarial rather than consultative”), which left the tripartite partners unable to participate in constructive social dialogue to affect change in labour policies and programmes. Proposals regarding legal and policy reforms are supposed to be the exclusive domain of the Council.

In terms of partnerships with other members of the UN family, interviews with the UN Resident Coordinator and other UN agency specialists⁹ revealed satisfaction with ILO cooperation, growing acknowledgement of the ILO strength and comparative advantage and use of ILO tools and methodologies. Lack of a clear delineation of each agency’s core competencies is still an issue, which also affects the allocation of resources (for example, in a new and large joint programme funded by the European Commission, UNDP has responsibility for a huge livelihoods component while the ILO only has responsibility for skills development and UNICEF deals with youth employment issues). Through the joint programmes, the UN agencies are learning to work together, but there was an expressed need for better coordination, joint planning and proper sequencing of operations to ensure that the United Nations as a whole delivers benefits to the target groups.

Overall rating for tripartite participation and partnerships: 3 = Satisfactory

Specific recommendations:

- i) *How the National Labour Advisory Council functions is largely outside the purview of the ILO; but it is clear that this is where the social partners have pivotal roles in ensuring effective social dialogue. The ILO can assist by targeting the improvement of the competencies of the social partners, particularly in terms of their technical knowledge on specific decent work issues, so that they are better equipped to participate more dynamically in social dialogue.*
- ii) *As described in Section 2.1, the in-country donors still have limited knowledge of the ILO core mandate and competencies, which could affect the marshalling of resources. It would be useful to have a systematic strategy to explain the ILO to donors.*
- iii) *It would be useful to better profile the ILO to other UN agencies so that there is a deeper appreciation of core mandates and competencies and a stronger basis for cooperation. Documenting the good practices and lessons learned from participating in joint UN programmes should contribute to improving the ways in which the ILO and other UN agencies work together.*

2.3 The focus and coherence of the Country Programme’s design and strategies

The review team reviewed whether the DWCP was focused and coherent within the larger national context and whether the internal logic and design of the DWCP (as an ILO programme) contributed to the “inseparable, interrelated and mutually supportive” strategic objectives of the ILO Decent Work Agenda, as emphasized in the Declaration on Social Justice.

⁹ United Nations Development Programme (UNDP), United Nations Children’s Fund (UNICEF) and the Food and Agriculture Organization of the United Nations (FAO).

As concluded in Section 2.1, the DWCP Sri Lanka 2008–12 is relevant, linked and contributes directly to all the components of the country's policies for decent work; it clearly and flexibly attempts to respond to the needs of constituents. **The review team concludes that within the larger national context, the ILO made use of its comparative advantage and was relatively successful in focusing its interventions in areas of decent work deficits and where it would be able to make significant contributions.**

In terms of internal focus and coherence as an ILO programme supporting an integrated approach to decent work, the review team distilled several ways that the DWCP could focus more efficiently on results and impact. The 12 outcomes are linked one-to-one to the outcomes and indicators in the ILO Strategic Policy Framework and Programme and Budget (P&B).

Since 2010, outcome-based workplans have been developed for each outcome. As explained in Chapter 1, the number of outcomes in the DWCP increased from 3 to 9 to 12 over the three biennia. The initial instructions for the formulation of the DWCP called for only a small number of tightly focused outcomes; but over the years the Country Office significantly expanded the number to conform to instructions from headquarters on the requirements for results-based management and reporting to the Governing Body, on “visibility” to its technical units and on justifying funding under a programme and budget indicator. **But there was no specification or explanation on how the various outcomes contribute coherently to the “inseparable, interrelated and mutually supportive” strategic objectives of the ILO Decent Work Agenda, as emphasized in the Declaration on Social Justice.** As noted by one colleague when interviewed, it was hard to understand how each outcome contributes upwards to the overall goal of poverty reduction and decent work for all.

In more practical terms, this means that the synergies between the different outcomes have not been systematically or fully exploited. The review team came across one good example of a deliberate effort to link across outcomes – the HIV/AIDS programme under LKA106 and the trafficking project under LKA105 together supported the Sri Lanka Bureau of Foreign Employment to train its officials in the regional training centres to implement HIV prevention programmes, including developing and widely providing HIV prevention information to migrants and their families. There are obviously many other such opportunities that have yet to be systematically exploited.

As well, when two or more projects were expected to contribute to one outcome, such as the migration project funded by the Swiss Agency for Development and Cooperation (SDC) and the trafficking project funded by the United States Department of State, more systematic planning for coordination would help to ensure better use of resources and the efficient delivery of services to intended beneficiaries. Where it worked, coordination served to secure approvals expeditiously and allowed for the optimum use of resource persons for training workshops.¹⁰

The DWCP included several cross-cutting concerns (the informal economy, gender equality, labour standards and HIV/AIDS). Absent, however, was guidance on how specific consideration of each cross-cutting goal should be reflected in the core of all programme activities. All that the review team found were specific programme activities to promote gender equality. The ILO supported and advised constituents on promoting gender equality and integrating a gender perspective through policy initiatives, capacity development and technical cooperation. Gender audits were carried out in the MOLLR, the Employers' Federation of Ceylon and two trade unions. Based on recommendations in that audit, the MOLLR established a Gender Bureau to act as a resource centre for the Ministry on gender and also to provide policy support to its initiatives. The MOLLR also developed a gender equality policy for the Ministry. In partnership with the Employers' Federation, the ILO developed a code of conduct and procedures to redress sexual harassment in the workplace and guidelines for company policy on gender equity and equality. Several initiatives were also carried out to expand the skills of women trade union leaders through leadership training programmes. Under the UN Joint Programme on Prevention of and Response to Gender-Based Violence in Sri Lanka (2010–13), the ILO supports the MOLLR to develop a model policy on gender equality for the private sector and works with the employers' and workers' organizations to create awareness and expanding the skills of their membership through training programmes and informational materials. (HIV prevention in the workplace is specifically addressed under LKA106 and standards and rights at work are dealt with in particular under LKA103, LKA104 and LKA826). **But no strategies were found for ensuring that each of the cross-cutting goals was systematically addressed throughout all the main DWCP activities.** Although the informal economy is considered a cross-cutting theme, no strategy was found for either its integration or targeted action.

10 ILO: *Prevention of trafficking in persons through improved management of labour migration* (Bangkok, 2012).

There are many good examples of sustainability in the implementation and monitoring of the DWCP – highlighted in Section 2.4. **In terms of programme design, the major weakness is that the DWCP does not spell out a sustainability plan or an exit strategy. It also does not include a specific risk register or a risk management plan.** Ensuring durable results beyond the life of a project or programme thus became more of a “hit or miss” issue rather than something that was planned.

Overall rating for focus and coherence of the programme’s design and strategies: 2–2.5 = Moderately satisfactory. The DWCP reflected the ILO comparative advantage within the national context; but in terms of the internal focus and coherence, there were several weaknesses – with implications particularly for the guidelines provided to the Country Office for the design of DWCPs.

Specific recommendations;

- i) *The guidebook for developing DWCPs may want to indicate that the DWCP logframe and related outcome-based workplans should spell out: i) specific outputs or activities for linking outcomes and thereby better reflecting the inseparable, interrelated and mutually supportive nature of the four strategic objectives of the Decent Work Agenda; ii) how the cross-cutting goals are to be integrated into each major outcome; and iii) specific outputs or activities for the systematic coordination and collaboration between projects contributing to one same outcome.*
- ii) *A sustainability plan, exit strategy and risk management plan¹¹ would be important and useful additions in the next DWCP.*

2.4 Evidence of the direct and indirect results of ILO contributions and support at the national level

The review team found impressive verifiable achievements of the DWCP at the national and local levels. The results were verified by checking available documentation and, more importantly, through direct commendation from stakeholders and beneficiaries. Box 2 features the “high profile” results of the DWCP, while Box 3 provides examples of interventions at the national, regional and local levels that are likely to be sustainable over the longer term.

The stakeholders and beneficiaries who were interviewed emphasized that there is still plenty of scope for more replication and scaling up of the interventions, particularly to establish operating national networks and to reach the regions that are lagging economically. They also expressed concern that to move from an ILO project to a government-funded programme takes time and that, without mechanisms to ensure a smooth transition, activities would be interrupted and progress halted. They also explained that the lack of continued funding would adversely affect the sustainability of results achieved to date. For example, several stakeholders pointed out that Sri Lanka had made significant strides in reducing child labour – an estimated 60,000 children remain in the worst forms of child labour. But they feared that the lack of continued financial support posed a significant danger that the country would not meet its international commitment to eliminate the worst forms of child labour by 2016.

¹¹ A sustainability plan would include a strategy to ensure durable results beyond the life of the DWCP and could focus on at least three aspects of sustainability – ownership, competencies of local stakeholders and knowledge management and sharing. A sustainability plan is not necessarily the same as an exit strategy, which should set out what to do upon the end of project funding, including a resource mobilization strategy and measures to enable continued regular monitoring and follow-up. A risk register can specify risks by level of danger, and the risk management plan should set out measures particularly for addressing high risks.

Box 2

Main results achieved by the DWCP Sri Lanka

- National policies, action plans and roadmaps on decent work were formulated and implemented (Box 1). ILO support, in particular its technical inputs, and tripartite participation helped ensure that the policies and implementing plans promoted the ILO approach to decent work.
- The National Human Resources and Employment Policy deserves special mention. Prepared with significant ILO inputs and support, the policy provides an umbrella framework for other national policies and solidifies government commitment at the highest level of senior ministers to create more and better jobs. The policy is now before the Cabinet for endorsement. The ILO is providing support for the operationalization of the policy to ensure that it is put into effect.
- Two events directly attributed to ILO support have raised Sri Lanka's status in the global economy, especially in terms of exports and foreign investments:
 - The United States restored trade benefits to Sri Lanka under its Generalized System of Preferences in 2011, on the basis of progress in labour administration. The staff interviewed at the US Embassy in Colombo acknowledged the role the ILO had in improving labour administration and labour relations in the export-processing zones (particularly under LKA104) and in providing the relevant information to the US trade representative to Sri Lanka.
 - Sri Lanka moved up to Tier 2 in the US Government's Trafficking Persons report over the past two years, signifying progress made in tackling the incidence of human trafficking, including conviction of perpetrators. Both the Deputy Attorney-General and the Secretary to the Ministry of Justice gave high praise to the ILO and singled out the invaluable contributions of the National Project Coordinator for Trafficking and Forced Labour under LKA105.
- Labour administration was strengthened: The Ministry of Labour and Labour Relations (MOLLR) expanded its programmes on labour inspection; export processing zone workers were trained in freedom of association and collective bargaining; facilitation centres were established in the export processing zones to facilitate labour-management relations; there were good initiatives to use private sector dispute settlement mechanisms, such as by the Employers' Federation of Ceylon, the Board of Investment and trade unions.
- Trade unions introduced such topics as green jobs, trafficking and AIDS into their training programmes; the Ministry of Justice made human trafficking and forced labour priority concerns; the MOLLR now emphasizes the importance of occupational safety and health; district stakeholders and even other UN agencies are adopting the ILO approaches to community-based training and development (such as Community-Based Training for Rural Economic Empowerment and Local Empowerment through Economic Development (LEED)) – all evidence of how the ILO has influenced thinking and action.
- The LEED project, despite its relatively short period of implementation, is increasingly cited by stakeholders, donors and other UN agencies as a flagship example of a coherent, integrated, gender-responsive approach for the sustainable development of conflict-affected areas.

Box 3

Examples of DWCP interventions likely to sustain

The review team found several examples at the national, regional and local levels of DWCP interventions that had been expanded or replicated and are likely to generate sustainable or durable results beyond the life of the direct ILO support:

- Stakeholders have assumed ownership and, in the words of a government official, “turned ILO projects into their own regular programmes”. The Government provided resources to expand the training of labour officers in labour inspection under an ILO project (LKA103), from 35 per cent to 100 per cent island-wide coverage; the training modules and operational guidelines on addressing migration and human trafficking were incorporated into the labour law syllabus of the Law Faculty at the University of Colombo and a six-month diploma course in migration and trafficking was introduced at the Bandaranaike Centre for International Studies; the training provided by the Tertiary and Vocational Education Commission (TVEC) uses such ILO modules as Start and Improve Your Business (SIYB) for its training programmes (and local stakeholders have established an SIYB Association in Sri Lanka) and twice a year publishes the Labour Market Information Bulletin using the ILO statistical classification systems.
- Institutional capacity building through the DWCP has enabled stakeholders to run their own programmes. With ILO support, the Employers’ Federation of Ceylon developed its ability to an extent in which members serve as resource persons for programmes in other countries and share their knowledge and experience. Ministry of Justice officials built up the programme on human trafficking on the basis of training and support from the ILO. Trade unions run training for their members on such “new” topics as green jobs, trafficking and HIV prevention in the workplace. The District Secretariat of Ratnapura established an online database and employment exchange for unemployed youth (the responsible officer attributed her initiative to training at ILO Training Centre in Turin, Italy).
- Committees set up under ILO projects continue to function quite well, long after the projects ended. Examples include the National Steering Committee on Child Labour and the National Anti-Trafficking Task Force and the community monitoring units/vigilance groups at the local level.
- The training of trainers and on various measures for cascade training helped widen outreach. For example, the TVEC reported on how it tracks those trained to assess how they have used the training before it awards certificates to them.
- Private sector companies have introduced and expanded decent work programmes: a field visit by the review team confirmed evidence of how one plantation had used ILO training on OSH to improve working conditions in its factory (with funding provided by the company) and, as a result, improved its labour-management relations, labour productivity and its labour shortage situation; its good practices were used by the company for replication in the many other plantations it owns. A cinnamon centre that was set up by another plantation company with ILO support to provide employment to young women is now a viable enterprise, and the company has definite plans to expand operations.

Overall rating for results of ILO contributions and support: 3–3.5 = Very satisfactory, but needs to be sustained

Specific recommendation:

The DWCP, without doubt, achieved significant results in Sri Lanka. To ensure the continued results and impact, the importance of sustainability, exit and risk management strategies within the DWCP are paramount and need to be fully integrated.

2.5 The efficiency and adequacy of organizational arrangements to deliver the ILO programme

The review team focused on the ILO organizational set-up and systems for delivering its technical and financial support to the country. **The review team was conscious of the discrepancy between the large size of the programme and the limited staff capacity¹² and was all the more appreciative of the amount of work that the Country Office handles.**

¹² On the programming side, there is only a senior programme officer and a programme assistant on regular budget and one programme assistant on programme support income.

Overwhelmingly, all stakeholders gave high marks for the close cooperation and professional and technical competence of the ILO staff (many of the tripartite constituents mentioned that the ILO staff are like family members whom they could rely on to respond quickly and as best as possible). **The constituents appreciated that the ILO consulted and involved them in the formulation and implementation of the DWCP projects; yet, they think they were much less involved in the governance processes of monitoring, evaluation and reporting** (as one trade unionist put it, “How can you come to us only at the end of four years of implementation? We need to be more closely and regularly involved in and understand what has been happening, including how the interventions have performed in terms of contributing to the overall goal of the DWCP on poverty reduction and decent work for all.”).

It is important to clarify that the ILO Country Office organized a monitoring and evaluation (M&E) workshop in late 2009 to set the DWCP monitoring plan, and the Country Office regularly arranged quarterly tripartite DWCP review meetings to brief constituents on progress in implementation and to discuss with them adjustments to be made. (Perhaps one reason for the disgruntlement, as pointed out by another constituent, was that it was difficult for them to “see the forest for the trees” because of the focus of reporting on budgets and activities rather than the overall achievements).

Another problem could be that the tripartite constituents did not assign responsibility for M&E to specific persons who could consistently follow up – if a different person attended the quarterly tripartite DWCP review meetings each time, it would obviously not make for effective governance.

The stakeholders also pointed out that systematic follow-up of results and recommendations of M&E exercises, especially when external funding has ceased, is a major challenge. Normally, the project coordinator, who is paid by project funds, leaves the project and there is no one with direct responsibility for ensuring that the recommendations are implemented or that opportunities for expansion or replication are pursued.

AMOLLR representative expressed great appreciation for the ILO financial and technical support. The representative made special mention that the increasing practice of conducting training at the district level rather than in Colombo was both cost-effective and efficient, especially because local officials felt much more comfortable in their own environment and showed much greater involvement and commitment. But the representative emphasized that it would be much more efficient to have better coordination and timing of ILO support with the programmes of constituents. The representative explained that if the Ministry knew early on what activities the ILO was financially supporting, it could use its own allocation from the national budget for other decent work interventions so that there is no overlap or wastage of resources. In addition, although the MOLLR prioritizes ensuring that its officers are available to participate in ILO activities, early planning and notifications would reduce the pressure on the staff and improve their performance.

Both ILO staff and government ministry representatives pointed out that as a direct execution agency, the ILO financial contributions to Sri Lanka do not get fully reflected in the national accounts. The Country Office was called before the Ministry of Finance to explain why the ILO contributions were not accurately reflected in the national accounts, unlike those of other UN agencies (such as UNDP and UNICEF). The Country Office told them that as a direct execution agency, the ILO has greater flexibility in the allocation of its resources, which is important to the social partners, but only ILO contributions to government agencies are reflected – and not always fully – in the national accounts.

Several constituents complained that they found the ILO results-based management system too complex or complicated to comprehend or appreciate. The ILO staff also admitted the system was increasingly heavy. Various, they explained it is taking more and more of their time and efforts to meet the requirements for linking the DWCP outcomes to the ILO Strategic Policy Framework and the P&B and to prepare outcome-based workplans, thus leaving them “reporting rather than doing”.

Overall rating for the efficiency and adequacy of organizational arrangements: 2.5 = Satisfactory, but shortcomings within ILO systems

Specific recommendations:

- i) *Efforts to strengthen the ILO results-based management system, particularly in terms of reporting requirements, should take into account the effects on the time and ability of ILO staff to deliver tangible outputs and impact.*

- ii) *It would be useful to familiarize stakeholders on the ILO results-based management system – not necessarily to get constituents to use the system but so that they better appreciate and support the ILO efforts to focus on results and impact.*
- iii) *In terms of how the ILO Country Office is organized to deliver on the DWCP, it might be useful to assign one staff member to be responsible for one DWCP outcome (instead of the current system of staff responsibilities assigned according to the ILO four strategic sectors, with two or more persons reporting under one DWCP outcome). The responsible person would be in a better overview position to ensure the coherence and timeliness of activities and outputs under one outcome and to see opportunities for integrating cross-cutting goals and enhancing the synergies between projects (and thereby address the problem of weak links between DWCP outcomes, as highlighted in Section 2.3).*
- iv) *It is striking that some of the constituents see themselves as less involved in the monitoring and evaluation of the DWCP. What is important to remember is that just as they have key roles in the design and implementation of the DWCP, they also have responsibilities related to M&E. One suggestion is that the constituents should assign specific persons to be responsible for M&E who could receive appropriate training on methodologies, who would engage with ILO staff in consistently monitoring progress being made towards their relevant outcomes and who would help seek solutions to issues that arise.*

2.6 Knowledge management and sharing

Knowledge management and sharing is a two-way process. One direction is to make widely available and user-friendly the ILO knowledge base so that stakeholders are aware of and understand the DWCP and can easily access and make use of tools and methodologies. At the same time, though, it must draw lessons and good practices from the experience of stakeholders and make them part of the knowledge base. The effectiveness of knowledge management and sharing is dependent on whether there is a strategy in the DWCP aimed at providing content and modalities for both the ILO and stakeholders to contribute to and benefit from the programme.

To date, knowledge sharing seems to be more of a one-way process in which the ILO has been relatively successful in imparting knowledge to stakeholders. It was much appreciated, as evidenced by the increasing use of ILO tools and methodologies by constituents as well as UN agencies and NGOs. A check of the ILO Country Office website found it reasonably comprehensive and up to date, with information on all the areas of work covered by the DWCP and links to relevant websites of stakeholders in Sri Lanka. Yet, the content is only available in English and not in the local languages. Several stakeholders also pointed out that web-based information was not widely or easily available at the local level. The website provides information on what the ILO does but less in terms of easy access to relevant tools and methodologies. For example, a Ministry of Youth Affairs and Skills Development official talked of plans to run a programme on entrepreneurship development for youth but was not aware of the SIYB materials.

The DWCP had no systematic means of drawing upon the knowledge of constituents. The review team found several examples of good practices and lessons in the experience of constituents that could be packaged and shared (see Box 3 for an example of how plantation companies have implemented OSH measures).¹³ The review team also learned that Employers' Federation of Ceylon members had been serving as resource persons in ILO training programmes, including in other countries. Again, there were no specific measures to share the knowledge of such experienced persons.

The review team could not find evidence that the data gathered from M&E had been systematically fed into the knowledge base and disseminated. M&E is regularly conducted, especially at the project level, to meet donor requirements; but the information is not organized and made available, for example in the Country Office website. Thus, achievements, lessons learned, good practices and recommendations for follow-up tend to get lost upon completion of a project.

The CO-Colombo e-newsletter published in June 2012 is a good first initiative, but the review team found that there is still need for a clear communication strategy to regularly disseminate and share knowledge of the DWCP. Opportunities have been lost to: i) raise the public visibility of the DWCP achievements among stakeholders (the

¹³ The review team encouraged the plantation manager to work with ILO staff to document the good practices and lessons learned. He was very excited with this suggestion because he saw it as a good way to profile the achievements to the company headquarters and obtain further support and to provide other plantations with the detailed information they would need for replication.

review team gathered a sense that several other international agencies have more modest achievements than the ILO yet maintain a higher public profile); ii) more effectively profile the ILO competencies and achievements to the donors and other stakeholders; iii) use the information for resource marshalling purposes; and iv) encourage and support replication and scaling up by highlighting lessons learned, good practices and the factors making for success or non-success.

Overall rating for knowledge management and sharing: 2–2.5 = Moderately satisfactory, improvements can be made

Specific recommendations:

- i) *To ensure that knowledge management and sharing is truly a two-way process, the Country Office can: i) develop strategies for involving local partners in generating knowledge, such as in conducting research, establishing databases and documenting good practices and lessons learned; ii) compile a roster of experienced local stakeholders who could serve as resource persons to share their knowledge with others in training programmes, etc.; and iii) develop a communication strategy for the DWCP. For example, ensure that the e-newsletter of the Country Office is regularly updated, content-rich and translated into the local languages.*
- ii) *The ILO Regional Office and headquarters can be responsible for: i) assisting the Country Office to organize and feed the results of various M&E exercises into relevant knowledge platforms; ii) helping to strengthen the usefulness of the Sri Lanka country programme website by providing links to relevant tools and methodologies in the ILO website; and iii) supporting the Country Office in its communication strategy for the DWCP.*
- iii) *It is important to stress that the stakeholders have an equal role in knowledge management and sharing – the responsibility does not rest with the ILO alone. They should document their own good practices and lessons learned and set up their own roster of resource persons and share them on relevant ILO knowledge platforms.*

3. Assessment of each Decent Work Country Programme outcome

The terms of reference for the DWCP review lays out the criteria for assessing progress and performance against each of the 12 outcomes:

- A. Resource adequacy
- B. Delivery of outputs
- C. Use of outputs by partners or target groups
- D. Progress made (against outcome indicators or milestones)
- E. Measures that respond to emerging risks and opportunities.

The review team based its findings on the performance profile for each DWCP outcome on a summary assessment derived from the M&E reports of projects, information from the ILO web-based strategic management module (SMM) implementation plans, performance profiles and self-assessments prepared by the ILO staff and discussions with implementing partners and intended beneficiaries. Still, the team felt constrained by the time constraints for a thorough review.

The review findings are reported separately here for each DWCP outcome; as previously mentioned, several of the outcomes link or overlap, and the same outputs or milestones are sometimes mentioned under more than one outcome (for example, youth employment is listed under at least two outcomes, and projects move from one outcome to another). The review team recognizes that this problem relates to the need to make adjustments on the number of outcomes over the three biennia, but the increase certainly complicates the assessment process. Appendix II provides the non-staff budget allocations for DWCP Sri Lanka per outcome.

The review team struggled to arrive at an overall rating for each outcome that reflected the different levels of performance according to the criteria and also the levels of performance of several projects contributing to the one outcome, especially if they were started or concluded at different times and were expected to meet different donor requirements. There were also weaknesses inherent in the M&E system, especially in terms of how indicators and milestones were specified, the lack of baseline information and the problems of assessment over three ILO biennia.

The review team also recognized that the outcome scores can be influenced by factors outside the control of the ILO, such as the lack of funding even after the submission of various proposals or the problems caused by the restructuring of government agencies and change of personnel. Thus the team urges that the outcome scores should not be taken as an indication of the competence of a responsible staff member or as a criticism of the Country Office. Rather than focusing on the summary numerical outcome score, attention should be given to the findings highlighted in the text – the intention is for the ILO and national constituents follow up on these findings to better work together to achieve more.

3.1 LKA101: The Government and its social partners develop and implement employment policies in line with ILO principles

Contributing to this DWCP outcome were several outputs linked: to i) the development and implementation of the National Plan of Action for Decent Work and the National Human Resources and Employment Policy; ii) decent work for youth; and iii) green jobs.

A. *Resource adequacy:*

- Substantial support for the formulation of the National Human Resources and Employment Policy came from the ILO – headquarters provided technical and regular budget support and the DWT/CO-New Delhi supplied specialists to support the process.
- There were several phases of projects to promote decent work for youth funded under the ILO-Japan Multi-bilateral Programme between 2007 and 2010; since then, there has been no successful resource mobilizing for work on youth employment. The lack of funding was stressed several times by the Ministry of Youth Affairs and Skills Development as a serious constraint.

- The Green Jobs in Asia project is a country component of an Asia-wide regional project funded by the Government of Australia. The end date is September 2012, but there has yet to be confirmation of subsequent funding, which would adversely affect the progress that has been made to date.
- In terms of resources from constituents, the Sri Lankan Government acknowledges its responsibility for implementing its decent work policies and annually allocates contributions from the national budget. As stressed by the implementing government agencies, these allocations are far from adequate.

B. Delivery of outputs: Checking the outputs delivered against the milestones listed in the Implementation Plan for LKA101 for 2010–11 and 2012–13,¹⁴ the review team concluded that:

- A significant achievement was the National Human Resources and Employment Policy formulation process (involving extensive consultation in three regional seminars, ten thematic groups and four research studies), which was completed within a year and submitted to the Cabinet for endorsement. The ILO is providing a specialist to work with the Senior Minister's Secretariat on Operationalization of the policy (with funding from the Swedish Government).
- There were delays in the youth employment project, mainly due to the late appointment of the Chief Technical Advisor and his departure before the end of the project period; but the major outputs were achieved. A field visit by a member of the review team to some of the project sites confirmed that several of the outputs were sustainable (as described further on). Nonetheless, lack of funding meant that output 1.4 (roadmap and programmes developed for effective implementation of the National Action Plan for Youth Employment) listed in the implementation plan for 2010–11 was not achieved. (Activities on youth employment are also listed under LKA102).
- The Green Jobs in Asia project, despite being a small component of a regional project, managed to complete all outputs as planned – including awareness raising and training of stakeholders, a policy paper on integrating green jobs into socio-economic development, review of the legal framework for green jobs, national mapping of direct opportunities in green jobs and value chain analysis of the solid waste sector. The project provided inputs to ensure the integration of green jobs into the formulation of the National Human Resources and Employment Policy.
- The implementation plan for 2010–11 specified as one indicator “studies carried out on identification of the nature and scope of the informal sector in Sri Lanka”. The review team was told that studies had been done on the informal economy and the working poor but there was no follow-up to the recommendations, mainly due to lack of funding – although this is clearly a critical issue for the country.

C. Use of outputs by partners or target groups:

- Although implementation of the National Human Resources and Employment Policy can only begin after it has been passed by Parliament, the ILO is already assisting the Senior Minister's Secretariat in preparing for its operationalization – signalling the commitment at the highest ministerial levels to begin implementation as soon as possible. The draft policy was presented to donors, and some of them (such as the World Bank and the Asian Development Bank) expressed interest in funding some of the components. The ADB specifically mentioned the TVET sector, and the Country Office is discussing this with the ADB.
- The youth employment project officially ended in 2010, but the review team's field visit to Ratnapura in Sabaragamuwa Province found substantial evidence of sustainability: Some plantation companies adopted national vocational qualification (NVQ) training into their human resource development policies to address the problem of youth unemployment in plantations; previously unemployed young women and men showed their NVQ certificates and were employed in the plantations. Other plantations put their SIYB training to use in small income-generating activities. A cinnamon centre provides employment for young women and has plans for expansion. The District Secretariat of Ratnapura established an online database of the unemployed in the district and conducted several job fairs.
- Both trade unions and the Employers' Federation of Ceylon incorporated awareness raising on green jobs into their regular training programmes for members. The Employers' Federation of Ceylon and the ILO completed a survey of 50 companies to find good practices in providing green jobs. The project also arranged for the National Institute of Occupational Safety and Health to provide training to some 300 workers in the Waste Management Authority, using the Work Adjustment for Recycling and Managing Waste (WARM) manual, which has been translated into the two local languages.

¹⁴ The review team could not access the implementation plan for 2008–09.

D. Progress made (against outcome indicators or milestones): As already pointed out, the outputs specified for the 2010–11 biennium relating to the National Human Resources and Employment Policy, the National Plan of Action for Decent Work and green jobs were achieved or exceeded. Progress towards implementation of the Youth Employment National Action Plan, however, was slow due to lack of funding. No progress was made on the informal economy. For 2012–13, the indications are that the outputs and milestones, which focus on the policy, will be met, especially given the high level of commitment from the Government.

E. Measures that respond to emerging risks and opportunities: The main risk was the frequent shifts in ministerial mandates and officers at the decision-making level in government administrative structures, which can slow down progress. The ministries and social partners, however, remain supportive and committed to promoting decent work.

Overall rating for LKA101: 3 = Satisfactory, with major outputs achieved or exceeded and appear sustainable. Where progress was slow was mainly due to lack of funding.

3.2 LKA102: Enhanced access to more and better jobs in economically disadvantaged and crisis-affected areas

A number of technical cooperation projects focusing on the northern and eastern conflict-affected provinces were expected to contribute to this outcome, including Support to Reintegration of Ex-Combatants in Sri Lanka, which was funded by the ILO regular budget and the regular budget supplementary account; a Recovery Coordination Initiative in the Batticaloa District (UN-coordinated); the Integrated Programme for Empowering Conflict-Affected Communities to Rebuild their Lives in North and East Sri Lanka (ECAC), a UN joint programme funded by the Government of Japan; the TVET Plan of Action for the Sabaragamuwa and Eastern Provinces; the TVET policy for vulnerable groups; and a new UN joint Reconstruction and Development in selected Districts in North and East Sri Lanka Programme funded by the European Commission.

In the implementation plan for 2010–11, the Local Empowerment through Economic Development (LEED) project, funded by AusAID, was listed under this outcome; it was only in the implementation plan for 2012–13, when the number of outcomes was increased from 9 to 12, that the LEED project shifted to LKA107. The performance profile for LKA102 described here does not include the LEED project, which is described in Section 3.7 under LKA107.

A. Resource adequacy: Resources do not appear to have been an issue because donors are still interested in investing in the conflict-affected areas. In fact, some government officials expressed concern that other economically lagging or high-poverty parts of the country need to be given greater attention. The review team noted that while the projects involved the “UN family working together”, there were still issues related to how the resources were divided between the agencies – rather than being based on core mandates and proven competencies, there was still a tendency for the larger agencies to receive the bulk of resources.

B. Delivery of outputs: The review team found it difficult to assess performance under this outcome for a number of reasons:

- A range of outputs were listed in the implementation plan, covering youth employment, vocational education and training (VET), enterprise development, child labour and support for vulnerable groups.
- Several projects were expected to contribute to this outcome. The project durations covered different stages of the post-conflict situation, from the relief and humanitarian stage immediately after peace was declared to the recovery stage to the reconstruction and development stage.
- The ILO interventions were only a part of the UN joint programmes. For example, for the second phase of the Recovery Coordination Initiative, the main implementing partners were UNDP, FAO and the ILO, which was responsible only for VET and enterprise development. Overall performance in terms of benefits to the target groups depended not just on the ILO but on coordination and joint planning among the UN agencies and proper sequencing of operations to deliver outputs.
- It was difficult to sort out responsibilities for delivery; for example, the review team discovered that the chairperson of the National Child Protection Authority had difficulty distinguishing between the respective roles of the ILO and UNICEF.

In terms of actual delivery of outputs, the main findings of the review team were:

- Under the Support to the Reintegration of Ex-Combatants in Sri Lanka, the ILO provided technical assistance and facilitated the development of the National Framework Proposal and the National Action Plan for Reintegration of Ex-Combatants into Civilian Life in Sri Lanka. It also contributed to the UN Country Team coordination mechanisms for consensus building with reintegration assistance. The ILO also supported the Bureau of the Commissioner General of Rehabilitation to provide vocational training to about 80 former combatants.
- The second phase of the Recovery Coordination Initiative was implemented from July 2009 to December 2010 in six divisions in Batticaloa, where displaced families of the internal conflict were resettled. Using the ILO CB-TREE methodology, training was conducted (140 men and 30 women) in nine trades. The ILO entered into service contracts with four local NGOs and two women rural development societies to support 24 enterprise groups in procuring equipment and raw materials, organizing training and providing management support during the transition enterprise plan implementation (benefitting 10 men and 171 women). The ILO provided SIYB training to support the entrepreneurial initiatives. Microcredit facilities were provided by both the ILO and UNDP. The ILO also provided training to strengthen the skills of community-based organizations.
- The ECAC UN joint programme duration is 2011–13 and the main implementing partners are UNICEF, UNDP and ILO. A write-up of the programme that the review team received listed the target beneficiaries as “women, children, internally displaced persons (IDPs) and returnees” and the regional focus as Batticaloa and Vavuniya of the Eastern and Northern Provinces. The performance profile and self-assessment prepared by the ILO staff, however, highlighted outputs relating to youth employment and VET – delivered in Batticaloa and also in Sabaragamuwa Province. Responsibility for delivery of outputs in Vavuniya in the Northern Province appears to have been largely addressed by the LEED project (described in Section 3.7).

C. Use of outputs by partners or target groups:

- The National Action Plan for Reintegration of Ex-Combatants was not implemented because it did not receive official endorsement due to a ministerial change. Nonetheless, some activities were carried out by international and local NGOs.
- The second phase of the Recovery Coordination Initiative had too short a time frame for successful follow-up to ensure sustainability under difficult circumstances for the conflict-affected intended beneficiaries.
- The achievements and sustainability of outputs relating to youth employment and VET in Sabaragamuwa Province, as assessed in the review team’s field visit, were described under the previous LKA101.
- The review team also visited Batticaloa, and perhaps the most important finding was that many stakeholders were aware of the achievements of the LEED project in the Northern Province and were looking for replication. For example, the district secretary, who had previously been posted in the northern Vavuniya, recognized the usefulness of ILO tools, such as the territorial diagnosis and institutional mapping for developing an integrated development plan. The district secretary also stressed the need for value-chain analysis and labour market information to guide the strategies for VET and enterprise development in Batticaloa. The ILO had developed a VET strategy for the Eastern Province but the Batticaloa National Vocational Centre emphasized that implementation posed serious challenges (the Tertiary and Vocational Education Commission lacks the capacity to facilitate the use of the VET plan; a district level steering committee has not been set up; and the Vocational Training Providers Forum that involves the private sector is not functioning well). In the meeting with the Batticaloa Chamber of Commerce, the review team learned that ILO tools and support had enabled members, including women heading households, to set up small and medium-sized enterprises. But the Chamber representative indicated that it needed continued ILO support for the private sector to contribute to rebuilding the economy. The review team also met with a number of NGO partners who reported that they continued to use ILO tools, such as CB-TREE and SIYB; they appreciated the ILO approach of providing training and support, such as for business development services and community funds for starting enterprises. Everyone whom the review team met emphasized that it would take a long time and much greater sustained efforts for the community to fully recover from the effects of the conflict; they also pointed out additional needs, such as training for youth and women on safe migration and HIV prevention.

D. Progress made (against outcome indicators or milestones): As indicated previously, because a range of diverse outputs were specified for this outcome and were to be contributed by a number of projects, it was difficult to measure progress. It appeared to the review team that to date, more progress had been made in the Northern Province (under the LEED project) and in Sabaragamuwa Province than in the Eastern Province. The review team was informed repeatedly that sustainable results and impact in conflict-affected areas and for vulnerable groups would take considerable time. The review team also picked up insights on the process of reviewing programmes in a post-conflict situation; these are highlighted in Box 4, together with the lessons learned from the LEED project.

E. Measures that respond to emerging risks and opportunities: No risk register or risk management plan was found. **Overall rating for LKA102: 2.5 = Satisfactory, in light of the difficulties of delivery under conflict-affected circumstances. Sustainable results and impact will take considerable time.**

3.3 LKA103: Improved labour administration system and machinery for better employment practices

To improve labour administration and the machinery for better employment practices, the DWCP implementation plan cited three major milestones: i) the MOLLR develops a plan of action to overcome gaps identified by the Labour Inspection Audit; ii) targeted programmes are carried out and resourced by the MOLLR to initiate development projects and sustainable training strategies in the areas of labour inspection, administration, labour management information, OSH and labour law reforms; and iii) national plans on establishing a social security floor developed as a result of reviews and programmes carried out. The main project contributing to this outcome was the Declaration Project on Promotion of Fundamental Principles and Rights at Work in Sri Lanka, funded by the United States Department of Labor.

A. Resource adequacy: There was adequate funding under the Declaration project for strengthening the labour inspection and labour administration systems. In fact, a new tranche of funding is very likely. A MOLLR official, however, highlighted the lack of adequate funding for promoting OSH. There was no funding for work on the social security floor (see Section 3.8).

B. Delivery of outputs:

- Substantial progress was made towards strengthening the labour inspection and labour administration systems. A labour inspection audit was conducted and cascading training has equipped a growing number of labour officers to improve labour inspection and labour administration. In a pilot phase, computerization of the labour inspection system achieved 35 per cent coverage; but with additional support from the Government, 100 per cent coverage is expected before the end of 2012.
- A review of selected labour laws and circulars to ensure conformity with international labour standards has been ongoing since 2011. Changes proposed to the Industrial Disputes Act were approved by Parliament in 2011. An additional six laws are being reviewed by the MOLLR for the 2012–13 biennium.
- Although the OSH Act was developed, it has yet to be approved by Parliament. Many stakeholders emphasized the importance of OSH but acknowledged that the lack of funding was a serious constraint. Some training in OSH was conducted for constituents; evidence suggests that the training has had useful results.
- The implementation plan for 2010–11 specified the development of a national wage policy as one output. The interest of the constituents in a wage policy was diverted by the peace process, and no progress was made. It will take time to create an appreciation among the constituents of the importance of a national wage policy.
- See Section 3.8 for the outputs and milestones relating to social protection.

C. Use of outputs by partners or target groups:

- The MOLLR recognized the importance of strong labour inspection and labour administration, with benefits beyond the restoration of trade benefits under the US Generalized System of Preferences (such as the gains in labour productivity); the Ministry developed programmes of its own.
- Although the Occupational Safety and Health Act has yet to be passed, training on OSH has been put to use by the constituents. As noted previously, trade unions and the Employers' Federation conducted training for their members, and the implementation of OSH training for improving working conditions in plantation factories was previously cited as a good example.

D. Progress made (against outcome indicators or milestones): Progress was very satisfactory for the milestone relating to labour inspection and labour administration. The most striking evidence of progress made was the restoration of trading benefits under the US Generalized System of Preferences. There was little progress against the milestones set for OSH, wage policy or social security.

E. Measures that respond to emerging risks and opportunities: A major risk was little or no financial support for the ILO to support substantial work on OSH, wage policy or social security – yet all these areas are key to the future of decent work in Sri Lanka. No risk management strategy was developed.

Overall rating for LKA103: 2.5 = Satisfactory for the indicator on labour inspection and labour administration but lack of progress against the milestones set for OSH, wage policy and social security

3.4 LKA104: Improved social dialogue to achieve job security, productivity and competitiveness

The main project contributing to this outcome is the Declaration project funded by the US Department of Labor. For the 2010–11 biennium, two main outputs were expected – one for the private sector and the other for the public sector to improve dispute settlement mechanisms. For the 2012–13 biennium, four outputs were specified, all relating to improved workplace cooperation.

A. Resource adequacy: The resources for the Declaration project also supported LKA103, and appeared adequate for the work in the export processing zones under LKA104, particularly because further funding is very likely. The resources, however, may not be adequate for the planned outputs relating to public sector dispute settlement, especially because it is not easy to obtain funding for this area of work.

B. Delivery of outputs:

- The project successfully achieved the stated output of “improved dispute settlement/mitigation mechanisms facilitated in the private sector, including the EPZs”. The project conducted training programmes on freedom of association and collective bargaining, covering some 4,200 workers in the Biyagama, Katunayake and Koggala Biyagama processing zones. This was the first time such an outreach campaign was conducted in the processing zones. The National Institute of Labour Studies, the Board of Investment, the US Department of Labor, the Employers’ Federation of Ceylon, the EPZ Manufacturers Association and trade unions together developed the curricula and helped to coordinate and conduct the training.
- The lack of alternative dispute resolution services was a major obstacle for the implementation of fundamental labour rights in the processing zones. As a first step to address this challenge, the project facilitated an agreement for the reactivation of two mediation centres in the zones. As a result of the tripartite workshops that the ILO organized, the Commissioner General of Labour issued a revised circular in March 2011 on the process of recognition of unions in the collective bargaining process in the processing zones. Through tripartite dialogue and agreement, the project also succeeded to open three facilitation centres on the premises of the Board of Investment in the zones of Biyagama, Katunayake and Koggala for workers to meet with trade unions. Together, these zones accounted for more than 60 per cent of all workers in all zones.
- The project piloted the first bipartite training programme on workplace cooperation in the processing zones.
- The project also worked in close cooperation with the employers’ organizations to set up a Human Resources Network. In less than a year, the Network reached 400 members.
- Although a public sector dispute settlement system was drafted and handed to the Government in 2009, the Ministry of Public Administration had not followed through.

C. Use of outputs by partners or target groups:

- The measures to improve social dialogue within the processing zones, together with the strengthening of labour administration and labour inspection (under LKA103), directly contributed to the restoration of Sri Lanka’s Generalized System of Preferences trade benefits with the US Government.
- Good initiatives to use the private sector dispute settlement mechanisms were introduced by the Employers’ Federation, the Board of Investment, trade unions, the National Institute of Labour Studies and the Association for Dialogue and Conflict Resolution.
- The trade unions expressed reservations about the effectiveness of the facilitation centres in the processing zones, stressing that there was still much to be done to implement guidelines on how workers can access them. The union representatives were also very vocal that not enough attention had been given to truly promoting the implementation of ILO Freedom of Association Convention, 1948 (No. 87) and Collective Bargaining Convention, 1949 (No. 98).
- A total of 19 companies volunteered to participate in the workplace cooperation programme. Only one of them, however, actually established a workplace cooperation mechanism and two formulated an action plan to improve their labour management relations.

D. Progress made against outcome indicators or milestones: The donor representative expressed strong satisfaction with the project. The outcome indicator for the 2010–11 biennium regarding dispute settlement within the private sector was assessed as satisfactorily achieved. There was little progress, however, on the indicator regarding the public sector dispute resolution mechanisms. For the 2012–13 biennium, the structures and groundwork were established, such as the facilitation centres and the training on workplace cooperation, but there is still a major challenge to achieve the outputs regarding the implementation of workers’ fundamental rights and sound labour management relations.

E. Measures that respond to emerging risks and opportunities: No risk register or risk management plan was found.

Overall rating for LKA104: 2.5–3 = Satisfactory, but efforts will have to be stepped up to promote public sector dispute mechanisms, and social dialogue efforts in export processing zones will have to be expanded and sustained

3.5 LKA105: The Government and social partners develop and implement policies to manage migration and combat trafficking in line with ILO principles

Two projects contributed to this outcome: i) Promoting Decent Work through Good Governance, Protection and Empowerment of Migrant Workers – Ensuring the Effective Implementation of the Sri Lanka National Labour Migration Policy, funded by the SDC; and ii) Prevention of Trafficking in Persons through Improved Management of Labour Migration, funded by the US State Department.

A. Resource adequacy:

- The SDC migration project representative reported that delays in implementation (attributed to changes in project advisory structure, in responsible personnel among the implementing partners and in the project management structure) meant that at the time of the review it still had about half its resources unspent (the project period is up to the end of 2012 but a no-cost extension has been requested). The project diverted some of the unspent resources to a new component on the reintegration of returned migrants, as requested by the Ministry of Foreign Employment Promotion and Welfare (MFE).
- The trafficking project representative reported that funding was adequate for achieving the listed outputs. The project will end in September 2012, and a request was made for an extension and also for additional funding to meet the many new priority requests and to seize the opportunities that have emerged.

B. Delivery of outputs: Both projects were expected to contribute to the outputs listed under this outcome. Reporting was done separately for each project (such as in the progress reports to the two donors), so it was difficult to see how they coherently contributed to achieving the linked indicators or milestones for LKA105.¹⁵ The review team found specific examples of coordination and collaboration but also found that this could be done on a more systematically planned basis to make the most of the synergies. The outputs are listed here separately for the two projects:

- The migration project's three objectives were directly linked to the outputs. In terms of strengthening migration law and policy, the tangible outputs covered the review of relevant legislation, including the Sri Lanka Bureau of Foreign Employment Act and the opportunities and impediments to the ratification of Migration for Employment Convention, 1949 (No. 97) and Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143). The ILO provided technical support to the subcommittee looking into the formulation of a law for the protection and welfare of migrant workers' children.
- In terms of providing "direct assistance, empowerment and protection of migrant workers and their families", the project developed a code of conduct for recruitment agents and standardized the pre-departure training modules for low-skilled female and male migrants, which are aligned with the NVQ standards. In terms of "capacity building of Government and social partners on migration management", the outputs included the establishment of a National Labour Migration Advisory Committee and the standardization of a training course for officers to be posted to diplomatic missions as a mandatory pre-qualification prior to being posted overseas. The course is expected to be delivered by the Bandaranaike International Development Training Institute. Together with the Trafficking project, the Migration project co-funded a six-month diploma course on migration studies at the Bandaranaike Centre for International Studies; the first course commenced in February 2012. The project also conducted a review of grievance-handling mechanisms for migrants and their families and conducted training for conciliation officers of the Sri Lanka Bureau of Foreign Employment.
- An MFE official expressed appreciation for the support for the first-ever regional consultation in Jordan in March 2012 for the staff of the Sri Lankan diplomatic missions in labour-receiving countries, including the Minister of Foreign Employment, the Secretaries of the Ministries of Foreign Employment, External Affairs and Labour and 15 Sri Lankan ambassadors. The consultation was declared a success in terms of sharing findings of the study on existing grievance mechanisms, receiving suggestions to finalize a draft *Operational Manual for Sri Lankan Missions in Labour-Receiving Countries* and raising awareness of international standards on the rights of migrant workers.

¹⁵ This underscores the significance of the recommendation made in Section 2.5 that one person should be made responsible for reporting on one DWCP outcome.

- The project is responding to a request to work with the Sri Lanka Bureau of Foreign Employment (SLBFE) and district and local stakeholders on a pilot project to promote the successful reintegration of migrant workers into society, their families and the labour market.
- The original trafficking project document was submitted in 2007 but the project only acquired funding to begin in 2010, by which time the International Organization for Migration (IOM) had been operating similar activities for more than two years (also proposed in 2007). The trafficking project thus switched to other activities so as not to duplicate the IOM activities. This was done in consultation with the National Anti-Trafficking Task Force, which is very representative and includes civil society organizations and trade unions (the representatives of which mentioned in their discussion with the review team that they were very pleased to participate).
- The trafficking project collaborated with the Ministry of Justice, Sri Lanka Police, the National Child Protection Authority, the Sri Lanka Bureau of Foreign Employment, the Department of Immigration and Emigration and trade unions to conduct wide-reaching awareness-raising programmes on safe migration. This included developing and distributing country-specific handbooks to some 40,000 migrants bound for Saudi Arabia and Kuwait for the prevention of human trafficking and to encourage increased reporting of cases.
- Training manuals and resource guides were developed for state prosecutors, police, judges, legal practitioners and the media and are being used in regular training for these groups. Training programmes were conducted for 80 judges, 30 State Counsels of the Attorney-General's Department, SLBFE officers, *Samurdhi* (poverty reduction initiative) officers, taxi drivers and the media.
- Syllabus modules and resource guides on human trafficking and forced labour were developed and incorporated into the labour law syllabus at the University of Colombo Law Faculty at undergraduate and graduate levels. The subject was also introduced into the labour law syllabus at the Open University, while the Bandaranaike Centre for International Studies introduced a six-month diploma course on migration and trafficking.
- The project collaborated with the National Workers Congress to establish community monitoring units in selected districts. Although this component of the project was completed, the community monitoring units/vigilance groups have continued to function. The members include government welfare officers from the district offices and also representatives from the Women and Children's Bureau of the police.

C. Use of outputs by partners or target groups:

- An SLBFE officer acknowledged the usefulness of the various outputs from both projects and reported that it had incorporated them into their own programmes. According to the officer, "Projects have been transformed into programmes". Hence, it is likely that they will be sustained.
- The SLBFE uses the standardized pre-departure training modules in all its training centres.
- Diplomatic missions refer to the operational guidelines to handle migrant grievances.
- Licensed employment agents have taken the lead in enforcing the code of conduct for recruitment agents.
- Sri Lankan ambassadors and the MFE officials found the regional consultation very useful and were looking to replicate the consultations regularly.
- Officials with the Ministry of Justice and the Attorney-General's Department had high praise for the trafficking project and directly linked its contributions to Sri Lanka's success in moving up to Tier 2 in the global country ratings in the US Government's *Trafficking in Persons* report. The project assisted in the preparation of Sri Lanka's annual report.
- Sri Lanka prosecuted and convicted its first-ever case on trafficking in 2011.
- The community monitoring units/vigilance groups proved to be sustainable. Several cases suspected to be that of human trafficking were identified and channelled to the relevant law enforcement authorities for further action. Among those identified, cases of child abuse, domestic violence and fraud, which could have resulted in trafficking were channelled to the police and the National Child Protection Authority.
- The anti-trafficking materials (posters, flyers, cartoons, stickers, docudrama and cinema infomercials) were displayed and used island-wide. For example, the two-minute cinema infomercial on safe migration and prevention of trafficking in both Sinhala and Tamil languages that was developed in collaboration with the SLBFE and the National Task Force on Trafficking continues to be aired at all National Film Corporation cinema halls island-wide as a trailer. The initiative has an extensive outreach impact of more than 3 million viewers monthly.
- The trafficking project collaborated with the HIV/AIDS project under LKA106 to include a section on prevention of HIV in the 30-minute docudrama developed to raise awareness on prevention of trafficking. It also collaborated with the Safe Migration project in raising awareness among potential migrant workers on the dangers of human trafficking. Awareness-raising material developed by the project incorporates suggestions from the migration project.

D. Progress made against outcome indicators or milestones: The trafficking project successfully achieved its outcome indicators, as verified by the improvement in Sri Lanka's status in the US Government's *Trafficking in Persons* report. The migration project also made substantial progress but will not complete the newly introduced component on reintegration by the end of 2012.

E. Measures that respond to emerging risks and opportunities: As with all the other outcomes, LKA105 did not have a risk register or risk management plan. Given the importance of labour migration to the country, it is obviously critical that the momentum that has been created to promote safe migration be kept up and institutionalized so that there is wider national ownership and responsibility.

Overall rating for LKA105: 3–3.5 = Very satisfactory. All outputs achieved except the newly introduced reintegration component. The trafficking project in particular achieved a high profile with influential partners.

3.6 LKA106: The Government and social partners develop and implement policies in line with the ILO Code of Practice for HIV/AIDS in the World of Work

A. Resource adequacy: Financial resources for this outcome came from technical cooperation projects funded by the UNAIDS Programme Acceleration Funds and the US Department of Labor and also from the ILO Regular Budget Supplementary Account. The resources were considered adequate to achieve the outputs from 2008 to 2011. But funds are inadequate for the current biennium. Since 2009, there has been an arrangement whereby a technical unit at headquarters (ILO/AIDS) provides staff resources for the national project coordinator to implement a set of small budget projects for which resources are generated locally and in collaboration with the Specialist on HIV/AIDs of Decent Work Technical Support Team-Bangkok. The arrangement provides the ILO Country Office with a professional staff who advocates the issue and supports constituents – but there is uncertainty regarding continued funding.

B. Delivery of outputs: Three milestones were specified for LKA106:

- Regarding the first milestone, a National Policy on HIV/AIDS and the World of Work was developed and endorsed by the Cabinet in December 2010. A roadmap for implementing the national policy was developed, but full implementation remains a challenge.
- Regarding the second milestone, that “world of work partners adopt workplace HIV policies based on the National Policy and ILO Recommendation No. 200”, more than 400 constituents were trained to implement workplace HIV prevention interventions. A project on stigma reduction in health care settings was implemented in six health institutions. And training was conducted for HIV prevention interventions among apparel sector workers in the export processing zones.
- Regarding the third milestone relating to targeted programmes, the outputs (training conducted and awareness raised) covered a wide group of intended beneficiaries – a fishing community, maritime workers, health workers, youth, overseas migrant workers and their families (outreach to migrant workers and their families was achieved through collaboration with LKA105; SLBFE officers expressed appreciation for the collaboration), and persons living with HIV (PLHIV). The capacity of three organizations dealing with persons living with HIV was strengthened through the training of trainers on positive living and the provision of supportive care. A study on the sensitivity of existing social protection schemes for people living with HIV was also completed, but the recommendations have yet to be implemented.

C. Use of outputs by partners or target groups: In separate interviews with the tripartite partners, representatives of the trade unions, the Employers' Federation of Ceylon, the MOLLR and the SLBFE all mentioned that their regular training programmes incorporated HIV education. The Lanka Business Coalition on HIV is also involved in HIV prevention. A few large companies integrated AIDS awareness raising as part of their corporate social responsibility efforts. The PLHIV stigma reduction programme was expanded to five private hospitals and also to health care workers in the armed forces.

D. Progress made against outcome indicators or milestones: All outputs and milestones expected in the previous biennia were achieved. For the current biennium, additional efforts are needed to meet the target that at least five workplaces will have developed and implemented HIV prevention programmes. It is likely that PLHIV-sensitive social security schemes can be developed, especially because the project proposal was accepted for Japan SSFN funding.

E. Measures that respond to emerging risks and opportunities: Because Sri Lanka is a low-prevalence country, AIDS is now a low priority for the Government. Lack of funding from the Government and the non-availability of donors to fund HIV prevention is a major constraint. The main source of funding since 2009, the UNAIDS Programme Acceleration Funds, is no longer available (due to the low-prevalence status). The main target groups of the national HIV/AIDS programme under the Global Fund are the three key risk groups of female sex workers, men having sex with men and intravenous drug injectors. For Sri Lanka, there is also the issue of migrant workers coming back from abroad. The ILO is the only UN agency with the mandate to work on the prevention of HIV in the world of work and has mobilized its tripartite constituents and other partners – there is a risk that the momentum will be lost without additional financial support. More can be done to address this risk, importantly to promote HIV prevention as a cross-cutting theme in other Decent Work Country Programmes and projects. There is still value to have the ILO continue working on this issue but to what extent and how long can and should the ILO continue to do this, such as training health workers and how many more hospitals? The ILO will have to consider strategic ways of keeping up the momentum of HIV prevention.

Overall rating for LKA106: 3–3.5 = Very satisfactory, especially given the funding difficulties, but efforts will have to be sustained and scaled up for impact

3.7 LKA107: Increased employment opportunities for vulnerable groups in economically lagging regions and conflict-affected areas through value-chain and sustainable enterprise development

The main project contributing to this outcome is the Local Empowerment through Economic Development project, funded by AusAID. The Chief Technical Adviser and two Country Office staff were responsible for reporting on the results under this outcome – one directly responsible for the project and the other because of ILO sector-related responsibilities.

A. Resource adequacy: The AusAID representative stressed that the ILO came very close to having the funds withdrawn because of substantial delays (some eight months) in the start-up – it took six months to get the Chief Technical Adviser in the post, mainly because of the ILO recruitment process. Despite the initial delays, the project team turned things around and the donor was “overwhelmingly positive” about the project. The funding, which is available through 2013, is considered adequate for the planned interventions.

B. Delivery of outputs: The LEED project document and workplan describe a series of discrete activities arranged to produce outputs that in turn will achieve outcomes that in turn will lead to the achievement of six immediate objectives, which then combine to achieve the overall project goal. Thus, although delivery is described below individually for the outputs (the LEED project has implemented 13 sub-projects in Kilinochchi District and 29 sub-projects in Vavuniya District), it is important to point out that the outputs for the subprojects are intended to be coherently part of a logical framework:

- The LEED project contributed to the creation of an enabling environment for establishing sustainable enterprises in conflict-affected areas: It influenced policies on the VET plans; facilitated access to finance and land ownership through land registration; completed an economic recovery plan for Vavuniya North; and prepared plans for several productive sectors. Coordinating mechanisms for local economic development were installed, down to the district and division levels. Value chain studies were conducted in partnership with the Department of Agriculture for paddy, fruits and vegetables in Vavuniya and for fisheries and paddy in Kilinochchi.
- The project introduced the ILO global and local tools for economic development, value chain development and women’s empowerment by running training courses for stakeholders, staff of public and private partner organizations, NGOs and UN agencies; the aim was to engender local ownership of the project’s approach and to involve those trained in implementing and monitoring project activities.
- The development of SMEs and cooperatives was a key output – the LEED project supported the re-establishment and improvement of cooperative-run rice mills that were destroyed during the conflict, the revival of small-scale rice mills, the construction of a boatyard capable of producing 70 boats annually in Kilinochchi, a fisheries cooperative in establishing a crab processing plant and the fruit and vegetable sector to improve quality and handling, create market links and improve branding and marketing (by creating a

joint-venture company).

- Business development services were strengthened and outreach expanded in selected districts in cooperation with the Federation of Chambers of Commerce and Industries of Sri Lanka and the Chambers of Commerce of Vavuniya and Kilinochchi, the local Chambers of Commerce were strengthened so that they can provide business development services to existing and newly emerging SMEs (about 500 SMEs are to benefit). The project provided support to agro-processing, appropriate technology and enterprise information centres at district and division levels.
- The project addressed the livelihood and income needs of vulnerable groups: capacity development of VET providers for the visually impaired through links with the Employers' Federation of Ceylon's Network on Disability to provide outreach, develop vocational training capacity, improve job placements with SMEs, capacity and advocacy for persons with disabilities; the creation of a skills forum and support initiatives (including cash grants to food processing enterprises and a privately run agro-mechanical workshop) to SMEs to improve job placement for conflict-affected youth; and training and equipment support to upgrade the parboiling micro-enterprises owned by female heads of households so that they can increase their production and supply the small mills (that were reactivated under the subproject described above).
- The review team was told that ILO Microinsurance Innovation Facility requested that outputs related to Microinsurance be listed under LKA107 although the Country Office does not have any direct responsibility for delivery. The Microinsurance Facility deals directly with a local NGO, Sanasa, to promote an innovative agricultural insurance product – weather index-based crop insurance – to minimize the risk of farmers' income loss resulting from unfavourable weather conditions. The resources for this output come from the Microinsurance Facility, which also is responsible for the reporting on the output.

C. Use of outputs by partners or target groups:

- The LEED project was cited by several stakeholders as a “flagship” project, especially in terms of the innovative approaches and tools for promoting sustainable socio-economic recovery, micro-enterprise development and the targeting of especially vulnerable groups in conflict-affected areas. After a field visit to the project site, the AusAID representative told the review team that “the ILO strategy is higher risk (particularly in terms of working with the community, including the private sector) compared with the work of other agencies but there were potentially greater rewards. AusAID was prepared to accept that not all the interventions may work but could see that there could be greater and longer- term gains from the ILO strategy. “Within a very short period of time, the ILO project achieved a lot. The work on enterprise development was particularly impressive,” explained the representative.
- The ILO approach and tools for local empowerment through economic development (such as the territorial diagnosis and institutional mapping that provides an overview of geographical area and identifies key economic sectors and actors, and the subsector studies that allow the project and partners to develop a subsector strategy and value chain studies) have been increasingly recognized and appreciated by stakeholders – UN agencies such as UNDP and IOM and NGOs have requested to partner with the ILO.
- Although coordination mechanisms have been established, due to lack of staff, resources, different priorities, the day-to-day demands by humanitarian actors and a resettled population, the Divisional Secretariat has had limited authority and capacity to assume an effective executive coordination role.

D. Progress made against outcome indicators or milestones: As mentioned, there were delays in starting up. The workplan for the project, which was supposed to start in 2010, was only prepared in April 2011. The demand by the donor for immediate action and expenditure had to be balanced by the needs to develop systems and build ownership – it was a case of balancing short-term outputs with longer-term objectives. Since then, the project has made significant strides.

In reviewing performance against outcomes LKA107 and LKA102, the review team picked up an array of insights, which may be useful for future reviews of ILO response to a post-conflict situation (Box 4).

E. Measures that respond to emerging risks and opportunities: A significant momentum was built up through the many subprojects and an enabling environment (including enhanced capacity of stakeholders) was created. The Chief Technical Advisor and his team have been credited with much of the progress made. Sustained future progress will hinge on their continued efforts and on donor and stakeholder support.

Overall rating for LKA107: 3.5 = Very satisfactory. The LEED project is increasingly cited as a “flagship” project, but efforts will have to be scaled up and sustained for impact.

Box 4 Reviewing the DWCP in a post-conflict situation

After almost three decades of internal armed conflict, peace settled on Sri Lanka in 2009. The DWCP responded to the emerging needs and opportunities through a number of initiatives. In reviewing the post-conflict programmes, the review team gleaned a variety of insights, through the leading questions presented here. But the relevance of this highlight is to draw attention to factors to take into account when conducting a DWCP review in a post-conflict country (rather than any kind of guide for developing post-conflict programmes or highlighting the answers to these questions).

- *What did the ILO do in the different post-conflict phases?* The review should distinguish the ILO response strategy for the relief and humanitarian phase immediately post conflict, for the transitional recovery phase and for the longer-term reconstruction and development phase.
- *Has the ILO promoted a coherent and integrated decent work approach?* The review team rated the performance of the Local Empowerment through Economic Development (LEED) project highly because of its solid strategy and that it coherently linked the outputs for improving the environment, strengthening governance, building local capacities and strong partnerships, economically empowering vulnerable groups, promoting effective community-based services, developing local resources and creating sustainable jobs and enterprises. The review team found that where the ILO was responsible only for delivering one component, such as skills development, to conflict-affected communities that require a multitude of support, the impact was minor and uncertain. The review team also looked at how the ILO programmes introduced decent work components, such as gender equality, social protection, safe migration and HIV prevention.
- *Has the ILO maximized its comparative advantage? How did the ILO profile what it can do that others cannot?* The review team looked beyond the commonly used ILO tools, such as CB-TREE and SIYB, to the innovative approaches, such as the territorial diagnosis and institutional mapping, integrated development plan and value chain analysis, and how the ILO was able to profile them. The evidence of the effectiveness was that more and more UN agencies and NGOs were seeking to partner with the ILO, and government agencies were asking for replication in other areas. The review team also looked at how the ILO involved its unique tripartite constituency and operated at both the policy and field levels.
- *How was the ILO sensitive to the local context?* The review team looked at whether the activities were anchored in the local context and practices, whether they were gender and culturally sensitive and responsive, and how they worked with local stakeholders, taking into account their competencies and constraints.
- *How flexible and rapid was the ILO response?* Flexibility and quick response are especially crucial in post-conflict situations. The review team found that the ILO almost lost funding for the LEED project because it took eight months to start. Other projects also reported delays in appointing project staff.
- *How effectively did the ILO operate within the UN joint programmes?* Although it was clearly important for the ILO to work within the UN family, the review team found problems related to the recognition of core mandates and competencies and delineation of responsibilities (which obviously affected the allocation of financial resources) among the UN agencies. In this context, the review team realized the importance of better familiarizing donors and government officials. The review team also noted a need for better coordination and joint planning because the proper sequencing of operations by the agencies would determine whether a project progresses smoothly. As stated in the draft UNDAF 2013–17, “harmonized programming and collective targeting will together ensure agencies do not spread thinly but rather reinforce each other, providing holistic and sustainable solutions with maximum synergy”.
- *How should ILO performance be assessed?* The review team recognized the difficulties of assessing results or impact where the ILO was responsible for delivering only one component in a joint programme. Overall performance in terms of benefits to the target groups depended not just on the ILO but on coordination and joint planning among the UN agencies and proper sequencing of operations to deliver outputs. It also found that a DWCP outcome that was area based (such as the Northern and Eastern Provinces) was more difficult to assess because more indicators were specified to cover entire communities of very diverse groups and economic activities, whereas it was easier to review the performance of an outcome that targeted a specific group (such as ex-combatants).
- *Did the ILO have a clear strategy for ensuring sustainability?* Particularly in conflict-affected areas, it takes a long time to reconstruct infrastructure, build trust and change attitudes among community groups, enhance local capacities, create labour markets, identify and promote growth sectors and sustainable jobs and enterprises. This means that the ILO will need to be there for the long haul and that there will need to be financial resources and measures to address emerging risks and opportunities. For these reasons, the review team gave particular attention to whether the DWCP had sustainability plans, exit strategies, risk registers and risk management plans.

3.8 LKA108: Social security and social assistance schemes reviewed and improved towards the establishment of a social protection floor

This outcome was introduced for the 2012–13 biennium. Other than a review of all social security schemes in Sri Lanka that was completed with funding provided by ILO headquarters, there has been no progress. Despite the submission of several project proposals, to date no funding has been forthcoming. There are plans to conduct a study on fiscal space and also to formulate recommendations towards the establishment of a social protection floor for the country. But the lack of funding is obviously a serious constraint.

Overall rating for LKA108: 1.5 = Unsatisfactory. Lack of funding is the major constraint for this outcome,

which was introduced in the 2012–13 biennium.

3.9 LKA109: Worst forms of child labour reduced through preventive measures for children at risk and vulnerable populations and the protection of survivors

This outcome was introduced in the 2012–13 biennium. Previous DWCP activities on child labour were reported under other outcomes, such as LKA102.

A. Resource adequacy: The MOLLR committed to devote 30 per cent of its DWCP funds from the national budget for ending child labour and has honoured this. The ILO allocated its own funds, and for this biennium the ILO Country Office earmarked a small amount of funds from the regular budget to support child labour policy development work. But there is great concern that the funds are not adequate for substantial work on the worst forms of child labour. Stakeholders and ILO staff emphasized that without adequate funding the commitment made at the Global Conference in The Hague that Sri Lanka would eliminate the worst forms of child labour by 2016 will not be delivered.

B. Delivery of outputs:

- The Roadmap for the Elimination of the Worst Forms of Child Labour by 2016 was developed and adopted in 2010. The MOLLR and ILO have supported its implementation.
- A recent IPEC/SIMPOC-supported Child Activity Survey led to the estimate that some 60,000 Sri Lankan children worked in the worst forms of child labour.
- Two major milestones were specified for the 2012–13 biennium: the development of a child labour policy and district-integrated area-based programmes and sector initiatives targeting the worst forms of child labour. A document was developed on how to integrate child labour issues into priority sectors of the economy.

C. Use of outputs by partners or target groups:

- The National Steering Committee on Child Labour continues to function.
- The roadmap is being used at national and district levels to develop programmes with government funding.
- Labour officers are using the handbook developed on child labour.
- Teachers are using the guide on child labour.

D. Progress made (against indicators or milestones): As stated in the implementation plan, given the manageable scale of the challenge (only 60,000 children), the commitment and readiness of the constituents and partners as well as the social infrastructure, the goal “is realistic and achievable” – but only if financial resources are forthcoming, which have not yet materialized.

E. Measures that respond to emerging risks and opportunities: The risk is not only that Sri Lanka will not deliver on its commitment by 2016 but also that lack of funding to keep up the momentum may increase the incidence of child labour. It was not clear to the review team whether systematic efforts have been made to integrate child labour issues into other relevant programmes, such as with trafficking and conflict-affected areas.

Overall rating for LKA109: 2.5 = Moderately satisfactory. Although substantial progress was made under other outcomes in the previous biennia, the lack of funding threatens the achievement of Sri Lanka’s commitment to eliminate the worst forms of child labour by 2016 under this outcome, which was introduced in the 2012–13 biennium.

3.10 LKA801: Strengthened institutional capacity of employers’ organizations

A. Resource adequacy: There were no technical cooperation projects specifically to support the institutional capacity strengthening of employers’ organizations. The ILO regular budget technical cooperation funds were allocated to support activities under this outcome, but delays in the allocations to the ILO Country Office stalled the planned Employers’ Federation of Ceylon activities. The Federation participated in capacity-building initiatives under various projects, but its representative told the review team that they turned down an ILO proposal because they found the M&E and reporting system too complex and complicated.

B. Delivery of outputs: The Federation representative also said the employers’ organization had assumed responsibility for delivering on employment generation, equal opportunities and productivity improvement as the three main areas of their contribution to the DWCP. The Federation was one of the first employers’ organizations in the ILO to release the publication *Operationalizing Decent Work: An Employer’s Perspective*. In terms of the

support the Federation received from the ILO under this outcome:

- With technical support from the ILO, the Federation strengthened its collaboration with four regional Chambers of Commerce to expand outreach to the conflict-affected Northern and Eastern Provinces. As part of the DWCP for recovery, reconstruction and development after the war, the Federation, with ILO support, initiated programmes to support private sector development, including improving its membership.
- With support particularly from the Declaration Project on Fundamental Principles and Rights at Work (LKA104), the Federation established a human resources network (which attracted more than 400 members within a year) and set up a Human Resources Solutions Division to help members develop and expand their skills.
- The ILO helped the Federation establish an Employers' Network on Disability with the objective of facilitating employment and training opportunities in the private sector for disabled jobseekers. The Network successfully dispelled negative attitudes towards employing persons with disabilities, developed a database of employable disabled persons, conducted training for disabled persons, organized job fairs and provided support to members experiencing problems in integrating disabled persons in the workplace. It placed more than 400 disabled persons in employment and is currently carrying out a training programme for the visually disabled on IT. This programme, which the Federation sponsors, is ongoing in Colombo and was replicated in Vavuniya as well as under the LEED project.
- The ILO helped the Federation launch a certificate programme on employability skills for youth.
- The Employers' Federation of Ceylon representative expressed satisfaction with ILO support for capacity building, particularly in such new areas as human resources development, OSH and green jobs. He also explained that on its own, the Employers' Federation of Ceylon had strengthened its institutional capacity and several of its members were serving as resource persons in programmes for employers' organizations in other countries.
- The representative pointed out what the Federation considers to be weaknesses in the DWCP: "inadequate focus on the creation of an enabling environment for generating jobs ... should focus less on concepts and more on operationalization of freedom of association and collective bargaining ... lack of progress on labour law reform ... the NLAC is not functioning effectively". The representative also asked the ILO to focus on "new" issues, such as the promotion of productivity, innovation and creativity, and to help build the capacity of regional Chambers of Commerce and strengthen business development services in the provinces.

C. Use of outputs: The Human Resources Network and the Employers' Disability Network established with ILO support are functioning impressively. Employers' Federation of Ceylon members now go abroad as resource persons to help build the competencies of employers' organizations in other countries. Other impacts of the institutional capacity building depend on individual members of the Employers' Federation of Ceylon.

D. Progress made (against indicators or milestones): The milestones for LKA801 call for the Employers' Federation of Ceylon to carry out studies and workshops and implement targeted training programmes on disability, gender, OSH, industrial relations, private sector development, law reforms, social security and social dialogue. Another milestone: "EFC and other business partners participate actively in national development processes". The review team concluded that the Employers' Federation of Ceylon had been relatively successful in strengthening the knowledge base and providing training for its members in most of the milestone areas. Of course, impact is another thing; for example, the training had not resulted in speeding up labour law reform (which is actually outside the control of either the ILO or the Employers' Federation of Ceylon). The institutional capacity building had better equipped members, but for the organization to participate more in the national development processes, the capacity building should focus on technical and global issues. The weakness of the National Labour Advisory Council is a serious obstacle.

Overall rating for LKA801: 2.5–3.0 = Satisfactory. Institutional capacity building equipped Employers' Federation of Ceylon members to serve as resource persons, even abroad. The Human Resources Network and Employers' Disability Network are functioning effectively. But there are a number of weaknesses in the DWCP and areas for sustained support.

3.11 LKA802: Strengthened institutional capacity of workers' organizations

There is a multiplicity of trade unions in Sri Lanka (more than 1,650 unions and 19 federations), many of them very small. The ILO works with the major trade unions. In a meeting with the review team, union representatives acknowledged that they are fragmented and that their lack of unity and strength leaves them unable to participate in social dialogue. Because of the great variation in capacities of the different unions, it was difficult to assess performance against this outcome.

A. Resource adequacy: As with employers' organizations, there were no specific technical cooperation projects dedicated to strengthening the institutional capacity of the trade unions. Financial support for specific activities delivered from the ILO regular budget technical cooperation. Clearly, there is need for more resources to support the unions in developing their own capacity.

B&C. Delivery and use of outputs: The same set of milestones were used for unions as for employers' organizations: that they carry out studies and workshops and implement targeted programmes on union organizing, disability, gender, OSH, industrial relations, private sector development, law reform, social security and social dialogue and that they "participate in unity on national development processes". The following summarizes the main findings of the review team from the meeting with union representatives and from the stakeholders' workshop:

- The union representatives appreciated the training on capacity development that they had received, particularly on migration, green jobs and HIV prevention. But they were adamant that much more needed to be done, especially to strengthen the unions in the conflict-affected regions, which were lagging far behind. There was a strong call for more frequent contacts between ILO staff (from both the ILO Country Office and the DWT) and the unions.
- Several unions focus on promoting inclusiveness. With support from the ILO, training workshops were conducted targeting youth and women.
- The union representatives rated the DWCP overall "as not that effective" from their perspective because their concerns had not been well addressed. They emphasized that although the Government ratified the core ILO Conventions, implementation and enforcement were weak. They stressed that the ILO should give greater attention to promoting implementation of Conventions Nos 87 and 98, reactivating and enforcing the Workers' Charter and pushing ahead on labour law reform. They raised particular concerns with the Industrial Dispute Act, which was recently amended,¹⁶ and with "unfair labour practices" that they said should be termed "anti-union discrimination" (the Declaration project addressed this problem under LKA104, attempting to raise awareness among the unions regarding the use of the terms and also working with the US Department of Labor, which began in July 2012 to investigate certain labour practices).
- The union representatives indicated that they had access to the ILO website and other tools and methodologies but whether they were useful in boosting their various capacity depended on individual unions. The use of the ILO knowledge base is also dependent on the availability of materials in both local languages.
- The union representatives were particularly unhappy about the ineffectiveness of the National Labour Advisory Council. Unless the Council can function more constructively, social dialogue will not be possible and labour law reform and implementation will remain at a standstill.

D. Progress made (against indicators or milestones): Measured against the indicators in the implementation plan, the progress was limited.

E. Measures that respond to emerging risks and opportunities: There appears to be a need for leadership development; efforts should be made to build up a second generation of union leaders, including women and youth leaders. Because efforts are increasingly focused on economic development of the conflict-affected areas and communities, limited trade union field presence outside of Colombo will mean that many people cannot participate – efforts need to enhance the presence and capacity of the regional unions.

Overall rating for LKA802: 2–2.5 = Moderately satisfactory. The capacity building needs of the trade unions are great and more needs to be done, including building up the strength of regional unions and their field presence outside of Colombo and to build up a second generation of union leaders.

3.12 LKA826: Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations

A. Resource adequacy: The Declaration Project under LKA103 and LKA104 directed funding for specific activities along with funding from the ILO. But more resources are needed to follow through on comments of the Committee of Experts on the Application of Conventions and Recommendations (CEACR) and to push ahead on the ratification of a number of Conventions considered particularly important for Sri Lanka.

¹⁶ The Act allows workers to form or to join unions; a violation of the Act is now subject to a fine of 200,000 rupees but no longer imprisonment. The union representatives said there should be a jail sentence.

B&C. Delivery and use of outputs:

- The tripartite constituents and ILO staff appreciated the good support from the International Labour Standards Department (NORMES).
- Although Sri Lanka ratified all eight core Conventions, the social partners emphasized that the key issue remains actual implementation, including the reform of national labour legislation.
- The Declaration project under LKA103 initiated in 2011 a review of the legal framework to ensure conformity with international labour standards, which remains ongoing.
- The indicator for the elimination of child labour was not achieved. As explained under LKA109, lack of funding inhibited implementation of the Roadmap for the Elimination of the Worst Forms of Child Labour by 2016 and there are concerns that Sri Lanka will not meet its commitment by the target date.
- Much promotional work took place: The Conventions for possible ratification include the Maritime Labour Convention, 2006 (MLC, 2006), the Employment Policy Convention, 1964 (No. 122), the Occupational Safety and Health Convention, 1981 (No. 155) and the Labour Administration Convention, 1978 (No. 150). The constituents indicated that it is important to examine not just the legal and political implications but also the economic and social ramifications of ratification.
- Training was conducted for the tripartite constituents on reporting obligations.

D. Progress made (against indicators or milestones): The CEACR comments referred to weaknesses in the implementation of several ratified Conventions and suggested that progress could be made, such as with labour inspection in connection with OSH, freedom of association, collective bargaining (which the union representatives also emphasized) and maternity benefits protection. Other ratifications have been relatively slow.

Overall rating for LKA826: 2 = Moderately satisfactory. Much promotional work took place but greater progress could be made to implement ratified Conventions and to ratify other Conventions.

4. Suggestions for Sri Lanka's next Decent Work Country Programme

4.1 Suggestions for priority areas

In conducting the DWCP review, the review team gathered ideas and briefly discussed suggestions for Sri Lanka's next DWCP 2013–17 during the stakeholders' workshop and also at an internal meeting with the ILO Country Office staff. This chapter highlights the suggestions for Country Programme priorities as a starting point or basis for in-depth discussion with ILO constituents and partners on where and how the ILO can best work with them to achieve the overall objective of decent work for all.

The aim is to forge a logical sequence for strengthening ILO support to a country: the Country Programme priorities that emerged through the review will provide inputs to the Decent Work Country Policy Analysis¹⁷ that follows the review. The policy analysis will provide strategic and technical input for the next DWCP. Sri Lanka is piloting this programmatic approach, and ideally the insights will be useful for promoting a coordinated and systematic approach to how the ILO develops its support to a country.

The following summarizes the factors that should influence the priority areas for Sri Lanka's next DWCP 2013–17:

- **The National Human Resources and Employment Policy**, which was developed with ILO support and submitted to the Cabinet for endorsement. It lays down the policy priorities for human resource development and promoting full, decent, productive and freely chosen employment. It has a ten-year time horizon and covers a broad spectrum of subject areas, including macro-economic and sector policies, small and medium-sized enterprises, labour market policies for specific groups and training, management and career guidance. The policy emerged from the 2005 development framework (ten-year), as articulated in the Mahinda Chintana and the Vision for the Future.¹⁸
- **The draft UNDAF 2013–17**, which has the overall goal of “sustainable and inclusive economic growth with equitable access to quality social services, strengthened human capabilities and reconciliation for lasting peace”. The four pillars of the UNDAF are: equitable economic growth and sustainable livelihoods; disparity reduction, equitable and quality social services; governance, human rights, gender equality, social inclusion and protection; and environmental sustainability, climate change and disaster risk reduction.
- **Backward reflection and forward vision.** Stakeholders in the DWCP review emphasized the importance of not just looking at the progress made but at the remaining gaps and needs relating to different aspects of decent work in the country. Many of the existing challenges are highlighted in this review report. It is crucial to take into account emerging trends, opportunities and risks. Obviously, the ending of the war created huge challenges of recovery, reconstruction and development; at the same time, the peace ushered in opportunities for reducing the large regional variations in poverty and for improving the lives and livelihoods of vulnerable groups, which, as stated in the National Human Resources and Employment Policy, “would not be possible without economic growth being inclusive, people centred and employment friendly”.
- **Demographic trends.** Up to 2017, Sri Lanka will enjoy a “demographic dividend”, with the proportion of its economically active population growing much faster than the dependant population. To reap the benefits of this demographic gift, Sri Lanka will have to create more and better jobs for the large numbers of young women and men entering the labour force each year. After 2017, Sri Lanka will face an increasingly ageing population (with increasing feminization of that elderly population) with growing needs for social protection.

Adding to the demographic pressures, labour force participation has been dropping; unemployment is high, especially among educated youth. Women are seriously disadvantaged in the labour market in terms of low participation, high unemployment and gender disparity in wages. An estimated 65 per cent of the workforce struggles in the informal economy; many are the working poor in the informal economy and are outside the coverage of labour legislation and social protection. Working conditions are often poor. The concern is with both the quantity and the quality of jobs.

¹⁷ The Decent Work Country Policy Analysis for Sri Lanka will provide: i) a review of the progress and current situation regarding the different aspects of decent work, including the critical decent work deficits and challenges; ii) a review and assessment of the country's strategies and policies from a decent work perspective; and iii) policy options for the country.

¹⁸ The vision is spelled out as: Sri Lanka - the Wonder of Asia in which all persons of working age become globally competitive and multi-skilled and enjoy full, decent and productive employment with higher incomes in conditions of freedom, equity, security and human dignity.

The labour market is characterized by growing mismatches between supply and demand: While the lack of decent jobs remains a problem, the inadequate levels of skills and quality of human resources pose a major labour market constraint. Unemployment remains high, yet many sectors report growing labour shortages. The Government promotes overseas employment for Sri Lankans, but there appears to be an increasing inflow of migrants to fill jobs that nationals do not want. The demand for certain types of labour is filled by children who should not be working, while a supply of labour of young women and men goes unused or underused.

- **Labour law reform and strong labour market institutions and governance.** Labour law reform is a top priority in the Mahinda Chintana. The dynamic functioning of the labour market hinges on a comprehensive, up-to-date and reliable labour market information system; an enabling environment for doing business and finding jobs; supportive labour legislation (“it is not enough just to have policies and laws, implementation is the problem”, as one constituent noted); and democratic governance of the labour market with strong employers’ and workers’ organizations participating in social dialogue and labour market institutions promoting sound industrial relations.

Taking these factors into account and considering the ILO niche and comparative advantage, the following consolidates the suggestions for priorities and related outcomes for Sri Lanka’s DWCP 2013–17:

Country priority 1: Promotion of full, decent and productive employment and sustainable enterprise development

Rationale: Decent employment will improve productivity and incomes and help Sri Lanka make the most of its demographic dividend during the limited window of opportunity and ensure that economic growth is inclusive, sustainable and equitable. Creating decent work entails creating an environment that generates employment. To promote decent work, the promotion of education and skills relevant to the labour market is critical. Efficient career guidance and counselling and labour market information and employment services will facilitate entry into the labour force, especially of young women and men. With almost two-thirds of the workforce dependent on self-employment and small enterprises in the informal economy, attention must turn to promoting entrepreneurship and sustainable enterprise development. Improvements in the legal and regulatory frameworks and in occupational safety and health conditions can help enterprises achieve higher productivity, higher-quality outputs and enhanced competitiveness. In the context of Sri Lanka, the scaling up and replicating of the LEED tools and methodologies, including gender and culturally sensitive value chain and cluster approaches and environmentally sustainable and green jobs methodologies, in conflict-affected and economically lagging regions, would contribute to inclusive, balanced and equitable economic growth and sustainable livelihoods.

- Outcome 1:** Government and the social partners expand the employability and productivity of young women and men through market-oriented skills training and measures to facilitate entry into the labour force.
- Outcome 2:** Enterprises, both formal and informal, have an improved business environment, access to quality services and better working conditions.
- Outcome 3:** Communities in conflict-affected and economically lagging regions have greater access to more and better jobs and expanded product markets.

Country priority 2: Social inclusion and the establishment of a social protection floor

Rationale: For Sri Lanka to enjoy lasting peace, the country must urgently address problems related to discrimination and deal with persistent inequalities and the plight of vulnerable and disadvantaged groups. Given the seriously disadvantaged position of women, gender equality and women’s empowerment must become a priority. Significant progress has been made to reduce child labour, but a major push is needed to ensure that Sri Lanka meets its international commitment to eliminate the worst forms of child labour by 2016.

Foreign employment continues to be a vital source of jobs for Sri Lankans and an important source of foreign exchange earnings; but the migrant workers remain highly vulnerable to exploitation and abuse, including human trafficking. For the next phase of ILO support to the national policy for “skilled, safe migration”, greater attention should be given to labour market complements. This would focus on a rational assessment of supply and demand in Sri Lanka and potential receiving countries and taking into account demographic dynamics and realistic assumptions about the growth of particular sectors so that exported skills do not exacerbate shortages in country. As indicated in the review of LKA109, little progress has been made in strengthening social protection in Sri Lanka. But with the National Human Resources and Employment Policy calling for the establishment of a basic “social protection floor”, the next DWCP will have an instrumental role towards ensuring that the social protection policy is coherently

linked to both active and passive labour market policies. The National Human Resources and Employment Policy recognizes that “policy actions in the two areas of employment and social protection are mutually reinforcing and promote pro-poor growth”.

- Outcome 4:** A gender audit confirms that all policies and programmes for decent work are gender sensitive and responsive.
- Outcome 5:** Worst forms of child labour are eliminated.
- Outcome 6:** Migrants, their families and the country all benefit from policies and programmes to manage “skilled, safe migration” and protect against human trafficking.
- Outcome 7:** Social security and social assistance schemes and labour market policies are reviewed and improved towards the establishment of a social protection floor.

Country priority 3: Strengthened democratic governance of the labour market

Rationale: ILO efforts have contributed to improving labour administration, in particular the labour inspection system and private dispute settlement mechanisms. The DWCP has helped promote industrial relations within the export processing zones. There is still much to be done to strengthen the functioning of the labour market and strengthen social dialogue and industrial relations. The review team heard of several remaining challenges, including the need to galvanize the reform and implementation of labour laws (including extending coverage to those in the informal economy) in line with international labour standards; development of an up-to-date and reliable labour market information system and employment services covering the entire country; extending labour inspection and labour dispute settlement mechanisms to conflict-affected and economically lagging regions; improving the capacity of employers’ and workers’ organizations, particularly in the conflict-affected and economically lagging regions and equipping them with the technical knowledge to participate in public policy dialogue and decision-making processes; and strengthening the platforms for tripartite dialogue and decision-making.

- Outcome 8:** A national, sex-disaggregated labour market information system promotes a better matching of supply and demand in the labour market.
- Outcome 9:** Improved labour administration and social dialogue mechanisms strengthen industrial relations, particularly in the conflict-affected and economically lagging regions.
- Outcome 10:** The institutional capacity of employers’ organizations is strengthened.
- Outcome 11:** The institutional capacity of workers’ organizations is strengthened.
- Outcome 12:** The capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations is strengthened.

4.2 Recommendations for strengthening the Decent Work Country Programme

Based on their discussions and field trips, the review team arrived at several observations and recommendations for strengthening the DWCP and improving the ways in which the ILO delivers, monitors and reports on its technical and financial assistance to Sri Lanka. This section brings together the recommendations of the previous chapters. The recommendations are addressed to the entire ILO and the constituents. The Country Office with its limited human and financial resources and acting within ILO structures, processes and procedures, can only do so much; but together with the RO-Asia and the Pacific, DWT/CO-New Delhi, headquarters and the tripartite constituents, more and better can be achieved.

The focus and coherence of the DWCP

- DWCPs are designed to reflect the ILO results-based management system with one-to-one linking of DWCP outcomes with those in the ILO Strategic Policy Framework and P&B. The large number of outcomes, however, means that it is not possible to see how they contribute coherently to the “inseparable, interrelated and mutually supportive” strategic objectives of the ILO Decent Work Agenda. The synergies between outcomes are often neglected. The guidelines for designing the next DWCP should indicate that the results framework and outcome-based workplans cite specific outputs or activities for linking outcomes and thereby better reflect the inseparable, interrelated and mutually supportive nature of the Decent Work Agenda.
- The DWCP includes several cross-cutting goals. To ensure that they are systematically integrated, the strategy for each goal should be spelled out in the DWCP and the results framework, and outcome-based workplans should reflect each cross-cutting goal in terms of specific indicators and outputs.

- Two or more projects often contribute to one DWCP outcome. It is important that the results framework and the outcome-based workplans specify outputs or activities for the systematic coordination and collaboration between projects contributing to the same outcome.
- Because the main means of delivering the DWCP is through technical cooperation projects, it would be useful that the design of new project documents links as closely as possible to that of the DWCP. For example, the project document should explain the entry points of the project into the DWCP, explaining where and how the project fits and also setting out the intervention design, logic and strategy of how the project would contribute to the achievement of a specific DWCP outcome.

Sustainability of the DWCP

To ensure sustained results and impact, the DWCP must have a clear sustainability plan, exit strategy and risk register and risk management plan. The guidebook for developing DWCPs might include:

- A sustainability plan, which would include a strategy to ensure durable results beyond the life of the DWCP and could focus on at least three aspects of sustainability – ownership, capacity of local stakeholders and knowledge management and sharing.
- A sustainability plan, which is not necessarily the same as an exit strategy and which would set out what to do upon the end of project funding, including strategy for marshalling resources (and the early preparation of concept notes). The exit strategy should put in place alternative supports (technical, institutional or financial) and monitoring mechanisms to track and follow up and then determine which activities should be continued, which should be revitalized and which should be absorbed by others.
- A risk register, which can identify risks by the level of danger (including those related to macroeconomic trends and socio-political situations); a risk management plan should set out measures particularly for addressing high risks.

Tripartite participation and partnerships

- Achieving decent work is the responsibility of not just the ILO but all national stakeholders. It is crucial that the tripartite partners take roles not only in the development and implementation of the DWCP but also in its monitoring and evaluation, including documenting good practices and lessons learned and following up on the results of M&E.
- The ILO efforts to enhance the capacity of the constituents are essential, and much has been done. Future capacity building may want to: i) emphasize training on the technical aspects of decent work issues so that constituents are better equipped to participate in social dialogue; ii) include measures to track and follow up on how constituents are using the ILO training and tools; iii) familiarize the stakeholders on the ILO results-based management system (which they currently find too complex or complicated) so that they are better able to understand, appreciate and support the ILO efforts to focus on results and impact; and iv) train persons specifically designated by the tripartite constituents to take responsibility for engaging with ILO staff on M&E.
- In the specific case of Sri Lanka, it is critical that the Country Office can better explain and profile the ILO contributions as a direct execution agency, as compared with other UN agencies that operate through national execution.
- In-country donors appear to still have limited knowledge of the ILO core mandate and competencies, which could affect resource marshalling efforts. It would be useful to have a systematic communication strategy (but this cannot be just the responsibility of the Country Office) to better profile the ILO to donors as a rights-based development agency with a unique tripartite constituency and proven ability to operate at both the policy and ground levels.
- There is still room to better profile the ILO to other UN agencies so that there can be a clearer delineation of roles and responsibilities (and the allocation of resources), based on core mandates and competencies.
- Although the experience of working together on joint programmes is improving cooperation and collaboration, there should be, as called for in the new UNDAF, more harmonization of programming and collective targeting to promote proper sequencing in delivering outputs and to ensure that agencies do not spread themselves thinly but rather reinforce each other and provide holistic and sustainable solutions with maximum synergy. Documenting the good practices and lessons learned from participating in joint UN programmes would contribute to improving the ways in which the ILO and other UN agencies work together.

Organizational arrangements to deliver on the DWCP

- Implementing the DWCP is the joint responsibility of the ILO and the tripartite constituents. It is important to better coordinate workplans and budgets of the ILO and constituents for more efficient use of available resources and personnel.
- It might be useful to assign one staff member to be responsible for one DWCP outcome (instead of the current system of staff responsibilities assigned according to the four strategic sectors and two or more persons reporting under one DWCP outcome). The responsible person would be in a better overview position to ensure the coherence and timeliness of activities and outputs under one outcome and to see opportunities for integrating cross-cutting goals and also strengthening the synergies between projects (and thus address the problem of weak links between DWCP outcomes).
- Efforts to strengthen the ILO results-based management system, particularly in terms of reporting requirements, should take into account the impact on the time and ability of ILO staff to deliver tangible outputs and impacts.

Knowledge management and sharing

Knowledge management and sharing is not just about how stakeholders access and use the ILO knowledge base but how the ILO gathers and uses the knowledge of stakeholders. To ensure that knowledge management and sharing is truly a two-way process, the Country Office, ILO Regional Office, headquarters and the national stakeholders all have roles:

- The Country Office can develop strategies for involving local partners in generating knowledge, such as in conducting research, establishing databases and documenting good practices and lessons learned.
- The Country Office, together with the constituents, could compile a roster of experienced local stakeholders who can serve as resource persons to share their knowledge with others in training programmes, etc.
- The ILO Regional Office and headquarters could assist the Country Office to organize and feed the results of various M&E exercises into knowledge platforms and, importantly, develop a communication strategy for the DWCP aimed at: i) raising the public visibility of the achievements among stakeholders (the review team sensed that several international agencies have more modest achievements than the ILO yet maintain a higher public profile); ii) better profiling the ILO competencies and achievements to stakeholders; iii) using the information for resource marshalling purposes; and iv) encouraging and supporting replication and scaling up by highlighting lessons learned, good practices and the factors that enable success or non-success.

Appendix I Terms of reference: Review of the Decent Work Country Programme Sri Lanka

1) Introduction and objectives

The national tripartite constituents approved the ILO Decent Work Country Programme (DWCP) for Sri Lanka for 2008–12 in April 2008. The programme has one priority and three outcomes, with the overarching themes on informal economy, gender equality, promotion of application and ratification of international labour standards, and the adaptation of the code of practice on HIV/AIDS at work.

The purpose of the review is to analyse the progress made towards achieving outcomes and to distil lessons learned to guide the development of the next DWCP by assessing the relevance and coherence of the DWCP design, the efficiency in implementation, effectiveness of its operations, sustainability of results and the impact of the programme. The review is also intended to provide a basis for improved insights within the ILO as to how to better design, implement, monitor and assess country programmes in the future.

The Country Programme Review will cover all interventions planned and carried out during 2008–12. The Country Programme Review will be coordinated by the ILO Regional Office for Asia and the Pacific (RO-Asia and the Pacific) in cooperation with CO-Colombo and DWT/CO-New Delhi.

The review team will consist of an international consultant to act as team leader and a national consultant, the ILO evaluation officer from ILO Regional Office for Asia and the Pacific may also participate. CO-Colombo and DWT/CO-New Delhi (specialists) will provide inputs and support to the review team. The ILO approach is to encourage participation of stakeholders throughout the review process. The accuracy of the Sri Lanka Country Programme review will depend critically on the collaboration from the national constituents.

2) Background and context

Brief socio-economic context

Sri Lanka is an island country with a diverse population of around 20 million. It has experienced economic growth rates above 6 per cent for the past three years. Tea, rubber and coconut are its main sources of external revenue, together with foodstuffs, textiles and apparel. It also receives significant remittance income from Sri Lankans working abroad. Sri Lanka is now categorized as a middle-income country.

The country suffered armed civil conflict for 25 years. The conflict ended in May 2009 when the government forces seized the last area controlled by the Tamil Tiger rebels. Today, Sri Lanka seems at a critical stage in its history. While overall unemployment has declined, numerous challenges still remain and targeted interventions are required. Levels of unemployment among youth and women continue to be high, with especially high levels of unemployment among the educated youth. More than 60 per cent of those employed are in the informal sector, indicating a high degree of vulnerability and a large percentage of working poor.

National development framework

After a couple of Interim Poverty Reduction Strategy Papers, the Government in 2005 launched a ten-year development programme, Mahinda Chintana. Building on existing sector strategies, its major focus is on the development of rural infrastructure, to provide rural communities with access to markets, electricity and safe drinking water. Education and health services are also priority areas, and major cross-cutting themes include gender equality, environmental sustainability and respect for human rights. The vision also recognizes the link between peace and poverty reduction.

ILO constituents

The strong cooperation between Sri Lanka and the ILO dates back to the country's admission to the ILO in 1948. The tripartite constituents include the Government (Ministry of Labour and Labour Relations), the Employer's Federation of Ceylon (EFC) and the trade unions.

Trade unions in Sri Lanka: Sri Lanka Nidahas Sevaka Sangamaya (SLNSS), National Workers Congress (NWC), Health Workers Alliance, Ceylon Workers Congress (CWC), Ceylon Bank Employees Union (CBEU), Free Trade Zone and General Services Union (FTZGSU), Jathika Sevaka Sangamaya (JSS), and Lanka Jathika Estate Workers Union (LJEWU), Ceylon Federation of Trade Unions (CFTU), Ceylon Estate Staff Union (CESU), Confederation of Public Sector Independent Trade Union (COPSITU) and the National Association for Trade Union Research and Education (NATURE) (a group of 17 trade unions working together on training and educational activities).

ILO commitment in the UNDAF

DWCP Sri Lanka contributes directly to two United Nations Development Assistance Framework (UNDAF) outcomes: Outcome 1: Economic growth and social services are pro-poor, equitable, inclusive and sustainable in fulfilment of the MDGs and MDG plus, and focus in particular on the rural areas. And Outcome 2: Governance mechanisms and practices enable the realization of the principles of the Millennium Declaration and promote and protect human rights of all persons.

3) Decent Work Country Programme Sri Lanka

The ILO delivers its technical assistance to Sri Lanka through the DWCP. The DWCP Sri Lanka (2008–12) was developed on the basis of the National Policy on Decent Work (NPDW), which was adopted in 2006 and the Ten-Year Horizon Development Framework (TYDF). The NPDW highlighted the commitment of the Government to include the social development agenda within the macro-economic development framework, primarily the TYDF.

The DWCP Sri Lanka document focused on the following:

Priority: Poverty reduction and decent work for all

- *Outcome 1: Enhanced access to more and better jobs in economically disadvantaged and crisis-affected areas*
- *Outcome 2: Enhanced labour administration and promotion of equitable employment policies*
- *Outcome 3: Improved tripartite cooperation on initiatives linking job security, productivity and competitiveness*

ILO means of action for implementing the Country Programme

The ILO has a Country Office in Sri Lanka. The ILO work is backstopped by the ILO DWT/CO-New Delhi and ILO RO-Asia and the Pacific. The technical cooperation projects that have underpinned the DWCP Sri Lanka are listed in Appendix 1.

Mapping of country programme outcomes: Strategic management module implementing plan 2008–09, 2010–11 and 2012–13

SMM implementation plan 2008–09	SMM implementation plan 2010–11	SMM implementation plan 2012–13
LKA101 – Enhanced access to better jobs and services in economically disadvantaged and crisis affected areas	LKA101 – The Government and its social partners develop and implement employment policies in line with ILO principles	LKA101 – The Government and its social partners develop and implement employment policies in line with ILO principles
	LKA102 – Enhanced access to more and better jobs in economically disadvantaged and crisis-affected areas	LKA102 – Enhanced access to more and better jobs in economically disadvantaged and crisis –affected areas
LKA102 – Improved labour administration system and machinery for better employment practices	LKA103 – Improved labour administration system and machinery for better employment practices	LKA103 – Improved labour administration system and machinery for better employment practices
LKA103 – Improved cooperation of social partners to achieve job security, productivity and competitiveness	LKA104 – Improved social dialogue to achieve job security, productivity and competitiveness	LKA104 – Improved social dialogue to achieve job security, productivity and competitiveness
	LKA105 – The Government and social partners develop and implement policies to manage migration and combat trafficking in line with ILO principles	LKA105 – The Government and social partners develop and implement policies to manage migration and combat trafficking in line with ILO principles
	LKA106 – The Government and social partners develop and implement policies in line with the ILO Code of Practice on HIV/AIDS and the World of Work	LKA106 – The Government and social partners develop and implement policies in line with the ILO Code of Practice for HIV/AIDS and the World of Work
		LKA107 – Increased employment opportunities for vulnerable groups in economically lagging regions and conflict –affected areas through value –chain and sustainable enterprise development
		LKA108 – Social security and social assistance schemes reviewed and improved towards the establishment of social protection floor
		LKA109 – Worst forms of child labour reduced through preventive measures for children at risk and vulnerable populations and the protection of survivors
	LKA801 – Strengthened institutional capacity of employers' organizations	LKA801 – Strengthened institutional capacity of employers' organizations
	LKA802 – Strengthened institutional capacity of workers' organizations	LKA802 – Strengthened institutional capacity of workers' organizations
	LKA826 – Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations	LKA826 – Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations

Purposes and scope of country programme review

Purposes

The purpose of the review is to take stock of what has worked and has not worked from the current DWCP and to see what needs improving and/or continuing to the next DWCP. This can be considered by taking into account the country situation and evolving national development plan.

The specific objectives of the review are twofold: First, the review aims at assessing the adequacy and appropriateness of the design, outreach and implementation of the ILO interventions and identifying and making recommendations for improvement, especially in terms of results-based management. Second, the lessons learned and recommendations of the review will also be an important input to the formulation of the next DWCP for Sri Lanka.

Scope

The review will cover all ILO interventions in Sri Lanka from 2008 to date. The review will also examine the strategy, capacity and resources available to deliver the DWCP outcomes or milestones set for the 2008–09, 2010–11 and 2012–13 biennia. The review scope has two main components: The first involves a review of the appropriateness and adequacy of the programme design, outreach/partnership and implementation performance. The second component is an operational assessment to report on progress being made on tangible outcomes directly resulting from ILO contributions. In summary, the scope of the work is as follows:

1. Assess the overall relevance of the programme to national development challenges, national priorities, UNDAF, ILO priorities and MDGs.
2. Assess the programme formulation process and the focus, coherence and logical fit of the outcomes, outputs and strategies.
3. Analyse programme implementation:
 - effectiveness of interventions in producing results, with particular attention to synergies and coherence across interventions;
 - sustainability, with particular attention to capacity/institutional development and the creation of an enabling environment (changes in laws, policies and behaviours);
 - key factors of success and constraints encountered (internal and external);
 - adaptation/adjustments to the changing situation (emerging opportunities and threats) and evidence of the application of lessons learned;
 - partnership approach, the role/effectiveness of partners in promoting decent work and coordination among partners;
 - knowledge management and communication strategy (internal and external), use of knowledge and incorporation of M&E into the knowledge base;
 - organizational arrangements (managerial, administrative and business processes);
 - resource availability; and
 - efficiency of programme execution (time and costs).
4. Assess progress towards outputs and outcomes (with data-supported evidence and using the scale and matrix in the TOR annex), including the assessment of milestones set for the 2008–09, 2010–11 and 2012–13 biennia.

The depth of achievement of the above objectives will be commensurate with the number of days allocated to the consultation process.

5) Proposed methodology

The review exercise is a participatory assessment of the five-year ILO programme. The methodology will comprise an extensive desk review of relevant documentation. It also includes an in-country mission of the review team for information gathering. The process includes a series of meetings/interviews between the review team and the Government, workers' and employers' organizations, other UN agencies, major donors and national partners, as appropriate. A stakeholders' workshop will be organized as a platform for relevant internal and external colleagues to analyse and discuss the ILO work in the country.

An external consultant will be hired to facilitate the review process and to prepare the review report. The TOR has been finalized to take into account inputs from ILO constituents.

The external consultant will draft the review report based on the inputs from the consultations with relevant stakeholders and with members of the review team. The draft report will be submitted to the RO-Asia and the Pacific, which will share the draft report with the stakeholders in Sri Lanka.

RO-Asia and the Pacific will also share the draft report with relevant ILO staff and specialists for comments. RO-Asia and the Pacific will consolidate all the comments and submit them to the external consultant for consideration to incorporate them in the revised report.

The core review team will consist of an international consultant to act as team leader, ILO evaluation officer from the RO-Asia and the Pacific may also participate. CO-Colombo and DWT/CO-New Delhi staff will help facilitate the review process. In addition, ILO specialists and other staff may be asked to contribute to the exercise, including through participation in a self-evaluation of the two components of the review to be covered by the review team.

Preparation

- 1) CO-Colombo will provide the following documents to the review team:
 - Portfolio of projects during 2008-12 and its extra-budgetary resources (please fill in the information in Appendix 1).
 - Total allocation and expenditure (RB, RBTC, PSI, XBTC and RBSA) during 2008–09, 2010–11 and 2012–13 by outcomes.
 - Summary performance profiles for each outcome – not to exceed one page with information that corresponds to assessment criteria. A summary of outcomes performance profile should be prepared for each outcome according to the assessment criteria provided (please fill in the information in the Appendix 4 – one sheet per one CPO).
 - DWCP monitoring plan and workplan.
 - Summary of relevant countries' policies, such as employment, migration, education, social security and labour protection.
 - Other relevant background information, including project progress reports, project evaluations, as well as evidence of major outputs and other performance-related information.
- 2) CO-Colombo will prepare the review mission's agenda and schedule meetings for the review team with the following:
 - Government (Ministry of Labour and Labour Relations and other concerned ministries etc.);
 - employers' organizations;
 - workers' organizations;
 - UN agencies;
 - major donors; and
 - other partners.
- 3) CO-Colombo together with tripartite constituents, will arrange a stakeholders' workshop during which internal and external stakeholders can analyse and discuss ILO work in the country (also for the review team to share the preliminary findings if applicable).

Actual review

The external consultant will facilitate group meeting/discussions (internal ILO staff, tripartite constituents, relevant ministries UN agencies and donors) commensurate with time allocated.

6) Outputs

- The external consultant will present the preliminary findings in the tripartite constituent's stakeholder workshop after the review mission.
- The national consultant's tasks is specified in Appendix 3.
- The external consultant will prepare a draft and final report based on the scope of the work in this TOR, in line with the objectives of this review. The report should include:
 - analysis from the review of documentations;
 - analysis of the responses given by constituents;
 - findings from the interviews of tripartite constituents and stakeholders; and
 - inputs from the tripartite stakeholders workshop.

Draft and final reports will be produced in English in word file. The report is the property of the ILO.

- The lessons learned and recommendations should include how to better design, implement, monitor and assess country programmes in the future and strategies for the future DWCP of Sri Lanka, but not limited to the following:
 - ILO role and relevance, its niche and comparative advantage;
 - the alignment of technical cooperation projects and country programme;
 - capacity building and sustainability;
 - partnership approach;
 - cost containment and efficiency;
 - risks and ways of managing them;
 - knowledge management;
 - organizational arrangements;
 - resource mobilization; and
 - exit or transition strategy.

7) Provisional work plan and schedule

The time frame is based on the scope of work and methodology previously outline and resources available for the review.

Proposed time frame:

Task	Time frame	Responsible unit/ person	Consultations
1. Draft TORs prepared	5 June 2012	RO-Asia and the Pacific	EVAL
2. Identification of external facilitator	10 July 2012	RO-Asia and the Pacific/CO-Colombo	EVAL/CO-Colombo
3. Internal and external consultations to finalize terms of reference	16–20 July 2012	CO-Colombo	CO-Colombo, DWT/CO-New Delhi, national stakeholders
4. Preparation of background document and summary performance profiles by outcomes	16–20 June 2012	CO-Colombo	DWT/CO-New Delhi, project staff and ILO staff in Sri Lanka
5. An itinerary scheduled for the review team to get inputs from national stakeholders (government, workers' and employers' organizations, UN agencies, etc.) and DWT/CO-New Delhi	23 July 2012	CO-Colombo	RO-Asia and the Pacific
6. Documents reviewed by the review team	23–31 July 2012	Consultant and other review team members	
7. Field mission/consultations - meeting/ interview with stakeholders in Sri Lanka	6–17 Aug. 2012	Review team CO- Colombo	National tripartite stakeholders, national partners, UN agencies
8. Stakeholders' workshop	17 Aug. 2012	Consultant, CO-Colombo, DWT/CO-New Delhi	
9. First draft report	5 Sep. 2012	Consultant/review team	RO-Asia and the Pacific, CO-Colombo, and DWT/CO-New Delhi

Task	Time frame	Responsible unit/ person	Consultations
10. Sharing the report to key stakeholders for comments	10–21 Sep. 2012	RO-Asia and the Pacific CO-Colombo	Tripartite constituents, CO-Colombo, DWT-CO- New Delhi
11. Final report submitted	28 Sep. 2012	Consultant/RO-Asia and the Pacific	
12. Follow up on the recommendations	Oct. 2012	CO-Colombo	

8) Resources

RO-Asia and the Pacific will finance the Sri Lanka country programme review exercise, including the external collaboration contract for the external consultant.

TOR Appendix 1: All XBTC projects in Sri Lanka that have contributed/linked to Country Programme outcomes (Agreement start date is > April 2008 till as of today)

CP outcomes	XB symbol	Project title	Total budget (US\$)	Total expenditure (US\$)	Agreement start date	Agreement end date
LKA101						
LKA102	SRL0904MUND	Recovery Coordination Initiative 2 - Batticaloa District	275 912	274 534	01/07/2009	31/03/2011
	SRL1003MHSF	Integrated Programme for Empowering Conflict-Affected Communities to Rebuild their Lives in North and East Sri Lanka	864 762	333 691	01/10/2010	30/09/2013
	SRL1002MCEF	Community Based Reintegration of Children and Youth Affected by Armed Conflict Through Local Economic Empowerment	500 021	490 521	01/04/2010	30/09/2011
	SRL1201EEC	Skills for Local Economic Development	2 487 562	-		
LKA103						
LKA104	SRL0905MUSA	Promoting Fundamental Principles and Rights at Work in Sri Lanka	900 002	421 300	01/01/2010	30/08/2014
LKA105	SRL0901USA	Prevention of Trafficking in Persons through Improved Governance of Labour Migration From Sri Lanka	500 000	358 589	01/11/2009	31/10/2012
	SRL1008SDC	Improving the Protection and Well-Being of Labour Migrants and their Families	545 812	280 437	01/12/2010	30/11/2012
LKA106	SRL1101UNA	HIV Prevention Intervention Among Maritime Workers in Sri Lanka	74 420	69 842	01/04/2011	31/08/2012
	SRL1006MUNA	Minimize the Risk of HIV Transmission among Migrant Workers and their Spouses in the North-Western Province of Sri Lanka	74 392	74 379	01/01/2011	31/12/2011
LKA107	SRL1004MAUS	Local Empowerment through Economic Development (LEED) Project	2 963 286	1 461 231	01/07/2010	30/06/2013
LKA108						
LKA109						
LKA801	SRL/11/01/FPA	Joint UN Programme on Prevention of and Response to Gender-Based Violence	148 146.30	13 165	01/01/2011	31/10/2013
LKA802						
LKA826						

TOR Appendix 2: Performance criteria for Sri Lanka country programme review

The role and relevance of ILO in Sri Lanka, its niche and comparative advantage and UN partnership approach

Performance criteria:

- National political, economic and social factors have shaped formulation of the Country Programme.
- Flexibility and ability to respond to emerging opportunities.
- ILO establishes priorities consistent with its capacities and comparative advantages.
- ILO ensures that the Common Country Assessment addresses subjects that are priorities for decent work in the country.
- ILO achieves overall policy coherence between ILO action and the UNDAF.
- PRSPs/MDGs: ILO Country Programme links to and supports/influences national PRSS.

Tripartite participation and partnership

Performance criteria:

- National tripartite constituents are active in national development planning forums and networks.
- National tripartite constituents take ownership of the ILO country programme.
- Tripartite constituents have improved capacities to influence national policy and resources within decent work areas.
- Constituents have clear links to target groups.

The focus and coherence of the programme's design and strategies

Performance criteria:

- Programme coherence supporting an integrated approach to decent work.
- Country Programme fits within ILO strategic policy framework and programme and budget priorities and strategies.
- Country Programme reflects a consensus between the country and the ILO on decent work priorities and areas of cooperation.
- Presents a strategy with main means of action for delivery of ILO support.
- Cross-cutting goals are integrated.
- Current programme is coherent, logic and captures opportunities for reinforcing each other in meeting objectives.
- Partnerships and tripartite constituents build national capacities and support policy change.
- Verification that ILO responds to recognized needs among constituents.
- Resource mobilization is an integral part of strategies.

Evidence of the direct and indirect results of ILO contributions and support at national level

Performance criteria

- The programme has defined clear outcome-level results against which it can be assessed.
- These results are documented and verifiable.
- The outcomes justify the resources spent.
- The secondary effects, either positive or negative, are known and associated risks addressed.
- ILO has influenced thinking and action related to policy changes.
- Results are sustainable by partner institutions and at various levels (local, national, regional).
- Expansion and replication of successful demonstration and pilot interventions.

The efficiency and adequacy of organizational arrangements to deliver the ILO programme in Sri Lanka

Performance criteria:

- The operations of the programme match the programme plan.
- The ILO has operated fairly and with integrity.
- Credible, skilled specialists support the work.
- Resource mobilization is effectively and efficiently carried out.
- Work processes are efficient and timely.

Knowledge management and sharing

Performance criteria:

- M&E is part of the knowledge base.
- The Country Office follows a communication/knowledge management strategy, making effective use of its website and other tools for outreach.
- ILO knowledge development used to improve national programmes, policies and benefit priority groups.

TOR Appendix 3: Summary of specific outcome performance profile

Performance factors and related questions for outcome-specific findings regarding progress and performance

A. Resource adequacy

- Is the outcome adequately resourced? Any TC projects contribute to this outcome? Any other resources? If under-resourced, why?

B. Delivery of outputs

- Do all the planned outputs will be delivered by the end of 2012?
- Are the quality and quantity of outputs delivered satisfactory/acceptable?

C. Use of outputs by partners/ target groups

- Have the outputs delivered by the ILO being used by the partners/ target groups?

D. Progress made (against outcome indicators/milestones)

- Have the progress/changes taken place in the country in the past five years (taking into account the milestones set)?
- If not, why it did not happen?

E. Measures to response to the emerging risks and the opportunities

- What are emerging risks and/or opportunities that affected the progress of this specific outcome?
- Does the country programme take into consideration those risks and opportunities and adjust the outcome and/or its strategies?

The scoring categories are:

0–1	1–2	2–3	3–4
Very unsatisfactory	Unsatisfactory	Satisfactory	Very satisfactory

Very satisfactory – When the findings suggest substantial performance achieved by the DWCP Sri Lanka against the performance criteria. Good practices could be developed/ demonstrated. No major shortcomings were identified.

Satisfactory – When the findings suggest satisfactory performance by the DWCP Sri Lanka against the performance criteria. Some minor shortcomings were identified.

Unsatisfactory – When the findings suggest limited performance of DWCP Sri Lanka against the performance criteria. Major shortcomings were identified.

Very unsatisfactory – When findings suggest failure of the DWCP Sri Lanka against the performance criteria. Major shortcoming were identified

Outcome-specific findings regarding progress and performance

Outcome: _____

Performance area	Rating	Comments by ILO / tripartite constituents/ partners	Plans for next period
A. Resource adequacy			
B. Delivery of outputs			
C. Use of outputs by partners/ target groups			
D. Progress made (against outcome indicators)			
E. Measures that respond to risks and opportunities			
Total score			

DWCP Sri Lanka (2008-2012) non-staff Budget allocation -by outcome and sources of funds																
DWCP Outcome	Regular Budget Technical Cooperation (US\$)			Total RBTC (US\$)	Technical Cooperation XBTC (US\$)			Total XBTC (US\$)	RBSA (US\$)			Total RBSA (US\$)	Total non-staff budget allocation (US\$)			Total non staff budget (US\$) over three biennium
	2008-09	2010-11	2011-12		2008-09	2010-11	2011-12		2008-09	2010-11	2011-12		2008-09	2010-11	2011-12	
LKA101	308 400	26 500	12 000	346 900	16 609 148	241 311	97 710	16 948 169	0	0	0	0	16 917 548	267 811	109 710	17 295 069
LKA 102	117 912	66 700	10 000	194 612	371 681	1 760 081	3 741 981	5 873 693	0	99 527	0	99 527	489 593	1 926 258	3 751 981	6 167 832
LKA 103	53 028	35 032	19 000	107 060	0	0	0	0	0	39 246	10 500	49 746	53 028	74 278	29 500	156 806
LKA 104	0	10 000	0	10 000	321 996	452 401	0	774 397	0	0	0	0	321 996	462 401	784 397	784 397
LKA 105	867	867	0	867	131 522	545 812	0	677 334	0	0	0	0	132 389	545 812	678 201	678 201
LKA 106	0	5 000	0	5 000	93 787	55 542	0	149 329	37 735	40 657	78 392	78 392	131 522	101 199	232 721	232 721
LKA 107	0	70 000	0	70 000	0	0	0	0	0	0	0	0	0	0	70 000	70 000
LKA108	0	15 000	0	15 000	0	0	0	0	0	0	0	0	0	0	15 000	15 000
LKA 109	0	15 000	0	15 000	0	0	0	0	0	0	0	0	0	0	15 000	15 000
LKA 801	20 000	15 000	15 000	35 000	0	0	0	0	0	0	0	0	20 000	20 000	15 000	35 000
LKA 802	20 000	15 000	15 000	35 000	0	0	0	0	0	0	0	0	20 000	20 000	15 000	35 000
LKA 826	901	5 000	0	5 901	6 120	20 000	0	26 120	0	0	0	0	7 021	25 000	32 021	32 021
Total	479 340	170 000	191 000	840 340	16 980 829	2 554 767	4 913 446	24 449 042	0	176 508	51 157	227 665	17 460 169	2 901 275	5 155 603	25 517 047
Note: The 2012-2013 allocation is as of Sep 2012																
Source: IRIS SMM for 2010-11 and 2010-12 figures, and ILO Colombo for figure of 2008-09																

Appendix III Self-assessment of country outcomes by CO-Colombo (reviewed by DWT/CO-New Delhi)

LKA101: The Government and its social partners develop and implement employment policies in line with ILO principles

Performance area	Comments by CO-Colombo	Plans for next period
A. Resource adequacy	<ul style="list-style-type: none"> Insufficient funding for youth employment roadmap implementation Sufficient funds for employment policy activities planned for 2012 Insufficient funding to carry forward green jobs interventions 	<ul style="list-style-type: none"> Employment policy-support to rollout in selected priority areas Implementation of youth employment roadmap in selected priority districts
B. Delivery of outputs	<ul style="list-style-type: none"> Employment policy finalized and ready to go through Cabinet Roadmap developed, implementation mechanism not in place but it is in process Awareness programmes conducted on green jobs Policy paper for integrating green jobs into social and economic policies completed Review of legal framework for green jobs completed Employers' Federation of Ceylon's mapping of green practices completed National estimation of green jobs completed Value chain analysis of the solid waste sector completed (value chain development work based on the analysis is ongoing and monitored by steering committee) Finalized in 2011 but to be reviewed and endorsed by new secretary (before close of this year) Work on strategy is in progress, employment policy finalized and to be submitted to Cabinet in August 2012 Green jobs mainstreamed into employment policy, national action plan and roadmap for youth employment developed 	<ul style="list-style-type: none"> Capacity building of MOYA to monitor youth employment roadmap and act as national coordination mechanism Replication of green jobs models in plantations Promoting green jobs for youth employment in selected potential sectors and districts
C. Use of outputs by partners/ target groups	<ul style="list-style-type: none"> Employment policy prioritized by the Government Youth employment NPA used as a guide to develop the roadmap and monitoring tool at subnational level School to work transition tools used by employment service providers and youth in Sabaragamuwa Province Green jobs tools specially for waste management and recycling of waste secured NVQ 2 status for training of waste operators Localized WARM manual is a standard training tool used by NIOSH 	
D. Progress made (against outcome indicators)	<ul style="list-style-type: none"> Facilitated the formulation and adoption of sector policies within the national development framework 	
E. Emerging risks and opportunities	<ul style="list-style-type: none"> Frequent shifting ministerial mandates and decision-making level officers in the government administrative structure has a tendency to slow down progress SMS, MOL, MOYA, Employers' Federation of Ceylon and technical units very supportive and committed 	

LKA102: Enhanced access to more and better jobs in economically disadvantaged and crisis affected areas

Performance area	Comments by CO-Colombo	Plans for next period
A. Resource adequacy	<ul style="list-style-type: none"> Approximately 95% financed through technical cooperation projects Require funding for vocational education and training plan implementation (Sabaragamuwa and North) 	<ul style="list-style-type: none"> Implementation of VET plans in Sabaragamuwa and other plantation provinces Implementation and technical support to regional plantation companies to implement selected activities in strategic corporate sustainability plans
B. Delivery of outputs	<ul style="list-style-type: none"> Action plan completed and strategy developed Technical cooperation project implemented (IPEC, CB-TREE, ECAC) Vocational education training plans for Eastern and Sabaragamuwa Provinces developed and Northern Province is underway VET strategy developed for vulnerable groups Technical cooperation projects on decent work for youth – IRAP, RCI 1&2, RCY Completed Roadmap developed for operationalizing the TVET strategy for vulnerable groups pending approval from TVEC Selected regional plantation companies are mainstreaming NVQ training into HRD policies; OSH is mainstreamed into strategic plans and fiscal space provided for continued improvements to workplaces in selected RPCs 	<ul style="list-style-type: none"> Review Youth Employment programme in Sabaragamuwa province and replicate Implementation of Youth Employment model in other plantation provinces Implementation of the roadmap for national VET for vulnerable groups Implementation of selected recommendations of Eastern and Northern Province VET plans in selected districts
C. Use of outputs by partners/ target groups	<ul style="list-style-type: none"> SIYB, CB-TREE and youth employment tool (career guidance, business English, youth entrepreneurship guide etc.) being used by the respective partners and beneficiaries as well as other UN agencies VET plans being implemented and VET plan development replicated in other provinces, corporate social responsibility plans for child labour and strategic corporate sustainability plans for youth employment are being implemented 	<ul style="list-style-type: none"> Development capacity of key public and private sector stakeholders in delivering improved vocational training and employment services
D. Progress made (against outcome indicators)	<ul style="list-style-type: none"> Most of the programmes have contributed towards increased accessibility and relevance for rural, marginalized and crisis affected communities 	<ul style="list-style-type: none"> Youth model in plantation provinces
E. Emerging risks and opportunities	<ul style="list-style-type: none"> Most of the stakeholders are very supportive and strong commitment at subnational level to implement Frequent shifting ministerial mandates and decision-making level officers in the government administrative structure has a tendency to slow down progress 	

LKA103:

Performance area	Comments by CO-Colombo	Plans for next period
A. Resource adequacy	Approximately 90% is funded by the Declaration Project, with third-phase funding for labour inspection and administration is sufficient; funding for wages and social security needs to be added on	<ul style="list-style-type: none"> Assist MOL in developing a national OSH policy Assist the MOL in developing strategies for implementing the new OSH Act
B. Delivery of outputs	<ul style="list-style-type: none"> See 12 Unable to achieve because of unable to raise funds, despite several proposals submitted Country assessment done in consultation with stakeholders and shared with the Ministry of Labour but work still in process Approved by the Government in 2009 In progress New OSH Act in progress, NIOSH Act endorsed All project outputs on track and deliverable as at end of project in 2014 for second phase 	<ul style="list-style-type: none"> Finalize and launch national OSH profile Assist NIOSH in developing national occupational standards
C. Use of outputs by partners/ target groups	<ul style="list-style-type: none"> Well received and takes ownership and accountable for delivery 	
D. Progress made (against outcome indicators)	<ul style="list-style-type: none"> Close and can be achieved as of end of 2013, mid-2014; the outcome is a target indicator list item 	
E. Emerging risks and opportunities	<ul style="list-style-type: none"> The progress is based on the proactive and skilful leadership by the senior management team of MOL and DOL; if they change, we will have major setbacks in achieving full results 	

LKA104: : Improved social dialogue to achieve job security, productivity and competitiveness

Performance area	Comments by CO-Colombo	Plans for next period
A. Resource adequacy	<ul style="list-style-type: none"> Adequate for export processing zones work, but needs funding for public sector dispute settlement 	
B. Delivery of outputs	<ul style="list-style-type: none"> Still on track; more commitment and accountability and responsibility needed from the social partners 	
C. Use of outputs by partners/ target groups	<ul style="list-style-type: none"> Still on track; more commitment and accountability and responsibility needed from the social partners 	
D. Progress made (against outcome indicators)	<ul style="list-style-type: none"> Still on track; more commitment and accountability and responsibility needed from the social partners 	
E. Emerging risks and opportunities	<ul style="list-style-type: none"> The time to internalize the outputs as their own needs will be a key detriment on the short term But with third phase it should be fine 	

LKA105: The Government and social partners develop and implement policies to manage migration and combat trafficking in line with ILO principles

C. Use of outputs by partners/ target groups	<ul style="list-style-type: none"> ▪ Modules developed for law is being used by universities ▪ National anti-trafficking task force setup and operational ▪ Country-specific handbooks for migrant workers used by SLBFE ▪ Community vigilance groups established and functional – cases identified even after end of ILO project ▪ Docudrama and cinema infomercial on trafficking being used strategically by key government partners and other stakeholders ▪ Anti-trafficking tools, such as posters, flyers, cartoons, stickers displayed by key stakeholders island-wide ▪ Diplomatic missions referring to operational guideline to effectively handle migrant grievances ▪ Licensed employment agents taking the lead in enforcing the code of conduct for recruitment agents ▪ SLBFE using the standardized pre-departure training modules in all their training centres ▪ BIDTI offering a standardized certificate course for officers to be deployed to Sri Lanka missions overseas as a accepted pre-requisite ▪ National labour migration advisory committee strengthened to monitor progress operational 	<ul style="list-style-type: none"> ▪ Promote safe migration at local levels through ethical recruitment practices including anti-trafficking measures ▪ Enhance access to justice for migrant workers by setting up a centralized grievance redress mechanism with access by state institutions as well as civil society organizations ▪ Support the process of formulating sub-policy on re-integration ▪ Providing capacity building support to implement specific areas of the reintegration sub-policy ▪ Creating forums to effectively exchange information between state service providers and civil society organization to ensure the rights of migrant workers are protected on re-integration
D. Progress made (against outcome indicators)	<ul style="list-style-type: none"> ▪ Sri Lanka upgraded to Tier 2 in the global country ratings in the annual TIP report of the US Department of State for 2010 and 2011 	
E. Emerging risks and opportunities	<ul style="list-style-type: none"> ▪ Frequent shifting ministerial mandates and priorities as well as the change in decision-making officers in the government administrative structure slows progress ▪ Collaborative support from MOJ, which creates an enabling environment for timely delivery 	

LKA106: The Government and social partners develop and implement policies in line with the ILO Code of Practice on HIV/AIDS and the World of Work

Performance area	Comments by CO-Colombo	Plans for next period
A. Resource adequacy	<ul style="list-style-type: none"> Funded by technical cooperation projects (US Department of Labour and PAF) and RBBSA; these funds were fully used to implement the planned outputs Resources were adequate to achieve the outputs from 2008 to 2011 Funds are inadequate for the current biennium; since 2009, the NPC salary has been provided by ILO/AIDS The uncertainty of regular funds for the HIV/AIDS NPC position is a constraint 	<ul style="list-style-type: none"> Achieve the target of reaching five workplaces Provide technical assistance to constituents and partners to scale up HIV education in the WOW Improve social security for PLHIV
B. Delivery of outputs	<ul style="list-style-type: none"> Facilitated development of the National Policy on HIV and AIDS and the World of Work; it was adopted by the government and disseminated Roadmap for its implementation was finalized A study on PLHIV-sensitive social protection schemes was completed Over 400 constituents were trained to implement workplace HIV prevention interventions HIV risk assessment among a fishing community in Beruwala was completed HIV prevention intervention among apparel sector employees completed in 5 strategic business units of MAS Holdings; training module on gender mainstreaming and HIV prevention and IEC/BCC materials were developed; the programme was expanded to 33 strategic business units of MAS Holdings Intervention for HIV prevention among external migrant workers was completed in the North-Western Province; nearly 50 recruiting agents, 20 community-based organizations and all the officers in charge of the SLBFE regional training centres (27) were trained to conduct HIV awareness programmes for potential migrant workers Nearly 6,000 potential migrant workers, returnees, their spouses, children and their guardians were educated on HIV prevention; training module to train trainers on HIV prevention among migrant workers and BCC/IEC materials were developed and distributed Two workplaces identified and training will commence in 2012; planning to implement in 3 more workplaces (output for 2012-13) HIV prevention intervention among maritime workers was implemented and reached over 5,000 port workers in Colombo, Galle and Trincomalee ports; 17 trainers of SLPA were trained; billboards, posters, leaflets and an information kiosk were installed at the Colombo port; 15 tutors from 3 maritime schools and the Mahapola Training Institute were trained to integrate HIV education in seamen's training curriculum; a training module and guide to trainers developed The project on stigma reduction in health care settings was implemented in 6 health institutions; trainers were trained and a training module was developed; the level of stigma among health care workers was assessed Strengthened capacity of 3 organizations of HIV-positive persons on positive living, trained 24 trainers on positive living and on providing supportive care to PLHIV Positive living guide and a guide to provide supportive care for PLHIV was developed for PLHIV trainers and an information booklet on living positively for PLHIV was developed A telefilm "Samanala Geethaya", a docudrama targeting youth and a puppet show "Mahadanamuththa Oba Amathayi" were developed Two workplaces identified and training will commence in 2012; planning to implement in 3 more workplaces (output for 2012-13) 	<ul style="list-style-type: none"> Ensure foreign employment recruiting agents provide HIV education for pre departure migrant workers Follow up with maritime schools on implementation of the training module Pursue opportunities for further mobilise resources for HIV

LKA106: The Government and social partners develop and implement policies in line with the ILO Code of Practice on HIV/AIDS and the World of Work

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|---|---|
| C. Use of outputs by partners/ target groups | <ul style="list-style-type: none"> ▪ MOLLR is operationalizing the National HIV and AIDS Policy in the WOW ▪ Employers' Federation of Ceylon integrated HIV education into its training modules ▪ Lanka Business Coalition on HIV is actively involved in HIV prevention in the WOW ▪ Partners have used the trained trainers, training materials effectively ▪ JKH, MAS Holding and Aitken Spence (private sector companies) expanded the programmes to many workplaces and integrated it into their CSR interventions ▪ The PLHIV stigma-reduction programme was expanded to five private hospitals and to the health care workers in armed forces; partners developed a training module for armed forces trainers and IEC materials |
| D. Progress made (against outcome indicators) | <ul style="list-style-type: none"> ▪ All outputs planned were achieved for the previous biennium ▪ Activities are being planned to achieve the outputs of the current biennium |
| E. Emerging risks and opportunities | <ul style="list-style-type: none"> ▪ Because Sri Lanka is a low-prevalence country, the non-availability of donors to fund HIV prevention is a major constraint; the main source of funding since 2009 (PAF) is not available because at present Sri Lanka doesn't qualify for UNAIDS-PAF as a low-prevalence country ▪ A concept paper on social security for PLHIV was submitted to SSN Japan funds and is awaiting approval ▪ The main target groups of the national HIV and AIDS programmes (Global Fund) are female sex workers, men having sex with men and intravenous drug injectors, the 3 key risk groups; the ILO is the main UN agency working on prevention of HIV in the WOW and has mobilized its constituents and other partners to scale up HIV prevention in vulnerable sectors; the momentum gained has to be maintained to prevent a natural death of an important programme and as such more resources are required to ensure its continuity. ▪ Because HIV is a cross-cutting issue, it is important to mainstream HIV education in other ILO projects and allocate funds |

LKA107: Increased employment opportunities for vulnerable groups in economically lagging regions and conflict-affected areas through value-chain and sustainable enterprise development

Performance area	Comments by CO-Colombo	Plans for next period
A. Resource adequacy	<ul style="list-style-type: none"> Majority of outputs funded by the LEED project 	<ul style="list-style-type: none"> Expansion of project activities to Mullaitivu
B. Delivery of outputs	<ul style="list-style-type: none"> The project document and workplan describes a series of individual activities arranged to produce outputs that in turn will achieve outcomes that in turn will lead to the achievement of six immediate objectives, which combine to achieve the overall project goal; there is a link between all activities and connections and dependencies across objectives, outcomes and outputs. Thus, as a more effective approach, the project has combined activities under subprojects to reflect the reality of these links; delivery of outputs has been outlined in the progress report under each subproject; despite initial delays, delivery is now on target and the donor has indicated (unofficially) prospects for continued funding. 	<ul style="list-style-type: none"> Strengthening the cooperative movement in the North through capacity building More North-South partnerships expansion of BDS services
C. Use of outputs by partners/ target groups	<ul style="list-style-type: none"> Partners have been receptive of ILO approach in the Northern Province; several tools are being used by other UN agencies, the Government and NGOs; partnerships have been established with a multitude of stakeholders, including cooperatives, the private sector and employers' organizations. 	
D. Progress made (against outcome indicators)	<ul style="list-style-type: none"> A previous project (Enter-Growth) succeeded in making important progress towards the outcome; Enter-Growth has impacted, in some form or another, an estimated 50,000 small and medium-sized enterprises in the North-Central Province of Sri Lanka; the sample survey of small and medium-sized enterprises in 4 target divisions shows a near tripling of household incomes compared to 2006; it shows a 15% increase in employment The LEED project has supported several large-scale enterprise development activities that have impacted, in some form or another, an estimated 3,000 households through the re-equipping of rice mills, building of boat yards and out-grower schemes 	
E. Emerging risks and opportunities	<ul style="list-style-type: none"> Continuation of LEED project is subject to donor funding Government support is strong and the project's emphasis on local ownership has created a positive environment for project implementation 	

LKA108: Social Security and Social Assistance Schemes reviewed and improved towards the establishment of the social protection floor

Performance area	Comments by CO-Colombo	Plans for next period
A. Resource adequacy	<ul style="list-style-type: none"> Unable to achieve because of inability to raise funds, despite several proposals submitted 	<ul style="list-style-type: none"> Formulate recommendations towards establishment of social protection floor Conduct a study on fiscal space
B. Delivery of outputs	<ul style="list-style-type: none"> Review of all social security schemes in Sri Lanka completed (funded through Headquarters) Fiscal space study to be initiated 	
C. Use of outputs by partners/ target groups		
D. Progress made (against outcome indicators)		
E. Emerging risks and opportunities		

LKA109: Worst forms of child labour reduced through preventive measures for children at risk/vulnerable populations and the protection of survivors

Performance area	Comments by CO-Colombo	Plans for next period
A. Resource adequacy	<ul style="list-style-type: none"> Lack of funds in 2010, there was a US\$100,000 project 	<ul style="list-style-type: none"> Technical support to mainstream the worst form of child labour elimination in selected high-risk areas and sectors: tourism, plantations, fisheries (reference the mainstreaming document) Technical support to integrated subnational programmes Co-support with review of NPA on trafficking of children for exploitive employment (2000) Strengthening technical capacity of the Department of Labour under the MOLLR to lead the roadmap roll out
B. Delivery of outputs	<ul style="list-style-type: none"> Roadmap for elimination of worst forms of child labour developed June 2010 (refer under 826) Child activity survey completed (refer under 826) Mainstreaming document was developed for integrating into priority sectors Policy is being developed Pilot activities in the starting stage in Ratnapura District – need more funds Government made high-level commitment at The Hague meeting in 2010 	
C. Use of outputs by partners/target groups	<ul style="list-style-type: none"> Handbooks for labour officers used Teachers' guide on child labour being used National steering committee on child labour continues to function Roadmap document used at national and district levels to develop programmes with government funding Re-activation of the NSC, the setting of the 2016 target, the roadmap and conference, the publications, updated manual for labour officers on the elimination of child labour prioritizing worst forms of child labour and hazardous forms is being finalized and a training guide developed with MOLLR funds, building upon an ILO initiative 	
D. Progress made (against outcome indicators)	<ul style="list-style-type: none"> Incidence of working children at risk reduced by 21 percentage points Hazardous forms of child labour reported as 60,000, only excluding the North Government is committed to eliminate all worst forms of child labour by 2016; also the MOLLR made a commitment to place 30% of the DWCP budget for child labour and has honoured this 	
E. Emerging risks and opportunities	<ul style="list-style-type: none"> Lack of funding to keep up the momentum may increase incidence of child labour; Women and Children Division of the MOLLR comprises all new staff with little or no experience on child related issues; however, the ministry unit handling child labour holds a part of the institutional memory and former staff from the Women and Children Division may be able to continue to support the division 	

LKA801: Strengthened institutional capacity of employers' organizations

Performance area	Comments by CO-Colombo	Plans for next period
A. Resource adequacy	▪ Needs more money to do technical cooperation projects targeting their own capacity development	<ul style="list-style-type: none"> ▪ Regional expansion ▪ Human resource issues, in addition to industrial relations ▪ Strengthening of training delivery
B. Delivery of outputs	▪ This is very individualistic	
C. Use of outputs by partners/ target groups	▪ Very individualistic	
D. Progress made (against outcome indicators)	▪ While disconnected, still can be reported as a result	
E. Emerging risks and opportunities	▪ None so far	

LKA802: Strengthened institutional capacity of workers' organizations

Performance area	Comments by CO-Colombo	Plans for next period
A. Resource adequacy	▪ Needs more money to do technical cooperation projects targeting their own capacity development	<ul style="list-style-type: none"> ▪ Focused work on domestic workers, migration and ratification of ratified Conventions ▪ Collective action ▪ Wages
B. Delivery of outputs	▪ This is very individualistic	
C. Use of outputs by partners/ target groups	▪ Very individualistic	
D. Progress made (against outcome indicators)	▪ While disconnected, still can be reported as a result	
E. Emerging risks and opportunities	▪ None so far, except more unity is needed on common issues	

LKA826: Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations

Performance area	Comments by CO-Colombo	Plans for next period
A. Resource adequacy	▪ Enough for the time being	<ul style="list-style-type: none"> ▪ The project will continue up to 2016
B. Delivery of outputs	▪ Progress is slow, but willingness is there	
C. Use of outputs by partners/ target groups	▪ Not much, but union use a lot of the conventions	
D. Progress made (against outcome indicators)	▪ Ratifications are slow	
E. Emerging risks and opportunities	▪ None so far	

Appendix IV Mission schedule for the Country Programme review 6–17 August 2012

Date	Time	Description	Review Team	Responsible Project/ Programme Officer	Persons Met
5 August 2012 (Sunday)					
		Check in at hotel			
6 August 2012 (Monday)					
	09.00 – 10.00	Meeting with ILO Director	Lin, Pamornrat, Mallika	All project/programme staff	
	10.00 – 16.00	Meetings with Programming Staff	Lin, Pamornrat, Mallika		
7 August 2012 (Tuesday)					
	09.00 – 12.00	Meeting with Ministry of Labour CPOs 101, 103, 104, 106, 108, 109, 826	Lin, Pamornrat, Mallika	Pramo, Ravi	<ul style="list-style-type: none"> Mr W.J.L.U. Wijayaweera Secretary Mr W. Wimalaweera Senior Assistant Secretary (L&FR) Mrs. Pearl Weerasinghe Commissioner General of Labour Ms Sujatha Ekanayake, Commissioner of Labour, OSH Mr Champika Amarasinghe Director General National Institute of Occupational Safety and Health Mr Sunil Dissanayake Director – PRT
	14.00 –16.00	Meeting with Employers' Federation of Ceylon CPOs 101, 104, 106, 107, 801, 826	Lin, Pamornrat, Mallika	Ravi, Rasika	<ul style="list-style-type: none"> Mr Ravi Peiris, Director General Mr Kanishka Weerasinghe, Deputy DG Ms Maghamali Aluwihare, Head of Plantation Services Ms Thamali Senanayake – Head of HR Solutions Division
8 August 2012 (Wednesday)					
	09.00 – 12.00	Meeting with Trade Unions CPOs 101, 104, 106, 802, 826	Lin, Pamornrat, Mallika	Ravi, Rasika	<ul style="list-style-type: none"> Mr Harry Sandrasekera, Senior VP, Ceylon Workers Congress (CWC) Mr D.R. Mathi Yujarajah, VP – IR, Ceylon Workers Congress (CWC) Mr Ravi Sandrasekera, Ceylon Workers Congress (CWC) Mr T.M.R. Rasseedin, General Secretary, National Association for Trade Union Research and Education (NATURE) Mr Leslie Devendra, General Secretary, Sri Lanka Nidahas Sevaka Sangamaya (SLNSS) Mr M.S.A.H. Mohideen, Financial Secretary, National Trade Union Federation (NTUF)

Date	Time	Description	Review Team	Responsible Project/ Programme Officer	Persons Met
	13.00 – 14.00	Meeting with FAO CPO 102	Lin	Pramo	<ul style="list-style-type: none"> Mr Francisco Gamarro, FAO Representative, a.i Mr D.S.P. Kuruppuarachchi, Assistant FAO Representative Ms Nihani Riza, National Reporting Officer
	14.30 – 15.30	Meeting with Ministry of Foreign Employment Promotion & Welfare and the Sri Lanka Bureau of Foreign Employment (SLBFE)	Lin, Pamornrat	Shafi, Swairee	<ul style="list-style-type: none"> Col. Nissanka N. Wijeratne, Secretary Mr Mangala Randeniya, DGM, Welfare, SLBFE Mr Sureshkuma Shanmugam, Sociology and Welfare, SLBFE Mr K.O.D.D. Fernando, AGM, SLBFE Mr P.P. Weerasekara, DGM – Training, SLBFE
9 August 2012 (Thursday)					
	09.00 – 10.00	Meeting with Ministry of Youth Affairs & Skills Development CPO 101	Lin, Poo, Mallika	Shyama, Pramo	<ul style="list-style-type: none"> Ms N.D. Sugathadasa Additional Secretary (Youth Development) Ms Deepika Jayasekara, Director (Youth Development) Ms Chamila Seneviratne, Skills Development Assistant
	10.30 – 11.30	Meeting with Tertiary and Vocational Education Commission CPO 102	Lin, Poo, Mallika	Pramo, Shyma	<ul style="list-style-type: none"> Mr B. Suraweera, Deputy Director General Mr Vajira Perera – Director, National Vocational Qualification (NVQ) Mr Janaka Jayalath – Director, Information Systems
	12.00 – 12.15	Meeting with UNRC	Lin	Shafi	<ul style="list-style-type: none"> Mr Subinay Nandy, RC
	01.30 – 02.30	Meeting with Board of Investment CPO 104	Pamornrat	Ravi	<ul style="list-style-type: none"> Mr Jayasiri Wijesooriya, Director, Industrial Relations
10 August 2012 (Friday)					
	10.15 – 11.15	Meeting with SDC CPO 105	Lin	Shafi	<ul style="list-style-type: none"> Mr Jean Michael Jordan, Country Director Mr Benil Thavarasa, Programme Officer
	11.30 – 12.30	Meeting with Ministry of Health CPO 106	Pamornrat	Indira	<ul style="list-style-type: none"> Dr. Nimal Edirisingha, Director, National STD/AIDS Control Programme, Sri Lanka
	13.30 – 14.00	Meeting with AusAID CPOs 101, 107	Lin	Rasika	<ul style="list-style-type: none"> Mr Steven Wawrzonek, First Secretary
	14.00 – 13.00	Meeting with National Child Protection Authority CPOs 105, 109	Lin, Pamornrat	Chandrika	<ul style="list-style-type: none"> Mrs Anoma Dissanayake, Chairperson

Date	Time	Description	Review Team	Responsible Project/ Programme Officer	Persons Met
12 August 2012 (Sunday)					
		Leave for Batticaloa	Pamornrat, Mallika	Pramo	
		Leave for Ratnapura	Lin	Shyama	
13 August 2012 (Monday)					
	09.00 – 16.00	Meet with Govt officials and project partners CPOs 102, 107	Pamornrat , Mallika	Pramo	<ul style="list-style-type: none"> ▪ Mrs P.S.M. Charles, District Secretary, Batticaloa ▪ Mr R. Sivapragasam, NPC, ECAC Project and staff ▪ Batticaloa District Chamber of Commerce, Industry and Agriculture ▪ Community-based organizations ▪ Project beneficiaries
	06.00 – 16.00	Travel to Ratnapura and meet with Project partners	Lin	Shyama	<ul style="list-style-type: none"> ▪ Mr Ranjith, Director (Planning) ▪ Ms Sarojini Priyanthi, Additional Director (Planning)
	19.00	CPO 101			<ul style="list-style-type: none"> ▪ Mr Manoj Udugampola, Senior Manager, Pussella Estate, Pussellawa Plantations Pvt. Ltd.
		Return to Colombo			<ul style="list-style-type: none"> ▪ Mr Kumar Bharati, Manager – Haupe Estate, Kahawatte Plantations Pvt. Ltd. ▪ Mr Rolly Douglas, Manager – Opatha Estate, Kahawatte Plantations Pvt. Ltd. ▪ Mr Isuru Karunaratne, Center Manager – Hunuwela Cinnamon Centre/ Estate Manager – Hunuwela Estate, Kahawatte Plantations Pvt. Ltd.

Review of the Decent Work Country Programme: Sri Lanka 2008–12

The ILO Regional Office for Asia and the Pacific and the ILO Country Office for Sri Lanka organized a review of the Sri Lanka DWCP (2008–2012) to take stock of the progress achieved, the constraints encountered, lessons learned, and to identify where and how improvements can be made for future programming. The extensive and participatory consultations with ILO constituents and other partners were held throughout the review process.

The criteria used for the review of the overall performance of the DWCP includes the role and relevance of ILO in Sri Lanka, its niche and comparative advantage, tripartite participation and partnership, the focus and coherence of the programme's design and strategies, the evidence of direct and indirect results of ILO's contributions and support at national level, the efficiency and adequacy of organizational arrangements to deliver the ILO's programme in Sri Lanka, and knowledge management and sharing.

In addition to the overall performance, the review also looks at the progress and performance of the four specific outcomes using five criteria i.e. resource adequacy, delivery of outputs, use of outputs by partners and target groups, progress made against outcome indicators/milestones and the emerging risks and opportunities.

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