



ILO EVALUATION

- **Evaluation Title:** Independent evaluation of Norway & Sweden funded programmes for Outcome 9: Employers have strong, independent & representative organisations
 - **ILO TC/SYMBOL:** GLO/14/73/SID, GLO/14/59/NOR, RAS/14/58/NOR
 - **Type of Evaluation :** This was an independent evaluation of ILO's outcome 9. It was a Final evaluation for the ILO-Norway Partnership Programme and for the ILO-Sweden Partnership programme
 - **Country(ies) :** Botswana, Cambodia, Honduras, Indonesia, Lao PDR, Malawi, Philippines, Swaziland, Vanuatu, Vietnam, Zambia
 - **Date of the evaluation:** 22 December 2015 to 29 February 2016
 - **Name of consultant(s):** David Irwin
 - **ILO Administrative Office:** ACT/EMP
 - **ILO Technical Backstopping Office:** ACT/EMP
 - **Other agencies involved in joint evaluation:** NO
 - **Date project ends:** Extended from 31 December 2015 to 29 February 2016
 - **Donor: country and budget US\$** US\$38,123
 - **Evaluation Manager:** Andres Yurén, ACT/EMP, ILO South Cone of Latin
 - **Key Words:** employers' organisations, capacity building, sustainable enterprise, gender, employment creation, business environment, public private dialogue, public sector advocacy

This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Unit.



Final report

Independent evaluation of Norway & Sweden funded programmes for Outcome 9:
Employers have strong, independent & representative organisations

February 2016

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ABBREVIATIONS

ACT/EMP	Bureau of Employers' Activities (ILO)	EO	Employers' Organisation
BMO	Business Membership Organisation	GMAC	Garment Manufacturers' Association in Cambodia
CAMFEBA	Cambodia Federation of Employers & Business Associations	GP	Global Product
CIPE	Centre for International Private Enterprise	MENA	Middle East & North Africa
COHEP	Consejo Hondureño de la Empresa Privada	NP	Norwegian Partnership
CPO	Country Programme Outcome	PB	Programme & budget
DCED	Donor Committee on Enterprise Development	SP	Swedish Partnership
DG	Director General (of the ILO)	VCCI	Vanuatu Chamber of Commerce & Industry
DWCP	Decent Work Country Programme	VCCI	Vietnam Chamber of Commerce & Industry
EESE	Enabling Environment for Sustainable Enterprise	ZFE	Zambia Federation of Employers

ILO Outcome 9 evaluation final report

1. Summary

1.1 Background

The aim of outcome 9, *employers have strong, independent and representative organisations* is “to enable employer and business organisations to deliver value through targeted activities and services that their member enterprises cannot provide on their own” on the basis that “when effective, [EOs] influence the development of an enabling environment of policies, institutions, relationships and behaviours that foster private sector development, thereby producing the jobs and incomes needed to raise living standards”. As one of its three constituents, employers' organisations have a special relationship with the ILO. The Bureau for Employers' Activities (ACT/EMP) is responsible for nurturing that relationship.

In the 2014–15 biennium, the focus has been on strengthening the capacity of business and employer organisations to operate as representative and responsive organisations and to engage in policy development with governments and other stakeholders to ensure an environment conducive to business development. Policy development work has focused on supporting EOs to adopt evidence-based approaches to policy-making. Interventions should help business organisations focus their efforts on policies that address specific constraints to enterprise development and job creation. The ILO aimed to strengthen the analytical capacity of organisations, such that they could respond effectively to the policy challenges. The ILO provided advisory services and technical support, including facilitating exchanges of experience, knowledge and know-how between organizations to build capacity and expertise.

The focus of the **Norwegian funded programme** is “Strengthening Employers' Organisations for effective and impactful engagement in inclusive social and labour policy and service development”. It aims to strengthen the capacity of employers' organisations in policy development and to assist them in the development of services to increase membership. Mainstreaming gender and promoting women in business and management are important elements. The programme includes both a global component: gender mainstreaming and greening economies and a regional component in which five Employers' Organisations take a leading role in influencing the environment in which their members operate. The budget for 2014-15 for the global programme was set at \$715,000 and revised to \$727,000. The budget for the regional programme was \$1,447,000. The programme was due to end by 31 December, but was extended to 31 March 2016. All of the budget will be spent.

The focus of the **Swedish funded programme** is “Enhancing policy capacity of Employers' Organisations to promote an enabling environment for sustainable enterprises and job-rich growth”. It aims to contribute to enhancing the capacity of EOs to engage in policy development with government and other stakeholders. It provides support for EOs in six countries as well as for further development of the EESE toolkit. The budget for 2014-15 for this programme was set at \$290,000 and revised down to \$257,000. It was due to end by 31 December, but was extended to 29 February 2016. All of the budget will be spent.

1.2 Evaluation background

The purpose of this evaluation is to assess country programme outcomes and global products produced or refined under the three programmes described above, noting that they contribute to but do not constitute all activity under outcome 9. Progress and achievements are assessed in terms of relevance, effectiveness, efficiency and sustainability. The terms of reference specify 19 evaluation questions. The scope of the evaluation is the 11 countries in which the three programmes operated during 2014-2015 and the global programmes.

The audience of the evaluation are ACT/EMP headquarters and field specialists, the main employers' organisations in the countries under review, programme managers, main national partners, ILO field office directors, technical support at headquarters, field and HQ technical specialists, responsible evaluation focal points and the development partners.

The external evaluator commenced this assignment on 22 December 2015 and submitted the final report on 7 March 2016.

1.3 Methodology

The evaluation took a scientific realist approach and used a mix of complementary methods including:

- Conceptualisation of the programme theory of change, mechanisms and contexts;
- Review and analysis of programme descriptions, progress reports, project evaluations, country assessments, EO business agenda, implementation reports, global product reports etc;
- Semi-structured interviews with ILO staff (in Geneva and Bangkok)
- Semi-structured interviews with employers' organisations (in Cambodia, Vietnam and Zambia);
- Survey of the EOs that were not visited.

The NP and SP support all had a focus on capacity building (NP global: "the programme aims to strengthen the institutional capacity of employers' organisations in policy development and dialogue ..."; NP regional: "the project aims to address critical labour and social changes in the ASEAN region from a policy angle by engaging five EOs as main actors to influence the environment ..."; SP: "... designed to contribute to enhancing the capacity of employers' organisations to engage in policy development ..."). Much of the evaluation has therefore also focused on whether EOs have enhanced their capacity and whether that has led to them being able to fulfil their role as a representative body more effectively. Where possible, the evaluation assessed outcomes and impact since that is the best indicator of whether the capacity building has been successful.

1.4 Summary of main findings and conclusions

The work supported by the Governments of Norway and Sweden has been very successful. ACT/EMP has supported EOs to develop strategic plans, to strengthen services and to enhance their capacity, so has delivered on all three PB indicators. As a result of their enhanced capacity, they are seen to be generating excellent research (in some cases, better than that of their government) and persuasive policy positions. Given the contested nature of EO's interactions, however, it is perhaps not surprising that government often base decisions on politics rather than economics. There is evidence that EOs are beginning to be seen by governments as valuable partners. They are being consulted on issues other than simply social and labour issues. EOs may exist primarily to represent their members' views but they also have a responsibility to promote good practice back to their members, for example in relation to gender equality and greening economies. Indeed, this will contribute to the EOs' credibility when they are advocating reform to government.

Relevance: The work of the EOs is highly relevant – with all involved in discussions about labour and social issues – and in many cases becoming involved in a wider business agenda. Many are actively forming coalitions, either on an issue by issue basis, or to provide a platform for broader based advocacy.

The global programmes are also highly relevant not only in terms of raising awareness generally but also in providing background material to EOs that could be helpful in their own work. The global programmes provide encouragement for EOs to advocate good practice to their own members and thus, potentially, increase their credibility with government.

Effectiveness: It seems that most of the EOs supported through this programme have been effective though, given the nature of their activity and the need to persuade government and other stakeholders, one would not expect them to be effective all the time. But there is evidence that most have been able to influence public policy. This ranges from arguing for a minimum wage that is affordable to persuading government to change the regulations to make it easier for people to start in business.

Gaining Momentum has lived up to its name in terms of generating awareness about gender discrimination and encouraging more EOs themselves to want to make a difference.

Efficiency is the hardest criterion to assess. Much of the support is the provision of carefully tailored and one to one advice from ILO field specialists and from consultants brought in by ILO. Where possible, EOs participate in training programmes, but experience from elsewhere suggests that even after training, participants benefit from one to one advice and mentoring for their particular needs. The evaluation suggests that the ILO support gives good value for money.

Impact: It appears that impact is high. The ILO does not systematically monitor impact but there is evidence that impact can be high: look for example at the results achieved by COHEP in Honduras, CAMFEBA in Cambodia and ZFE in Zambia. There is a further impact however in that EOs that achieve success even with small and apparently insignificant policy reforms then go on to become more ambitious.

Sustainability: Every EO bar one is struggling for resource. Subscriptions do not provide all the resource that is required. This provides part of the argument to strengthen services. It is encouraging therefore to see that 78 per cent of respondents to the survey had introduced new or strengthened existing services; 67 per cent had increased their membership; and 67 per cent had devoted more resources to advocacy and dialogue.

Cross cutting issues: The key cross cutting issue is gender and all EOs were aware of the need to be doing more. Some were already running programmes to promote the importance of gender to their own members and all said that they took into account the gender perspective when they commissioned research or prepared policy positions.

1.5 Lessons & good practice

Lesson 1: EOs need support all the way through an advocacy project whilst they are developing their competence. ACT/EMP has identified that support for EOs is not necessarily immediately reflected in greater influence or even in more dialogue: it takes time for governments and BMOs to become confident in talking with each other and even when the parties are confident, often the complexities of an issue mean that it can take years for a policy reform to work through the policy system. This is not always well captured due to the biennial nature of ILO programming.

Good practice 1: It is increasingly clear that EOs (and indeed BMOs in general) cannot simply rely on connections and networks to influence government, at least if they want their reforms to last: rather they need to undertake (or commission) excellent and objective research, to use that research to prepare persuasive policy position papers and then to use the evidence and arguments in their dialogue.

Good practice 2: ILO has developed a fantastic resource in EESE. Whilst there are other sources of factsheets and support available, none look as professional as the ILO offering. Whilst one or two of the resources may be specifically targeted at EOs, most would be wholly relevant for any BMO, and so could potentially support all the advocacy support funds. There is also scope to enhance the resource, for example, with links to materials prepared by others and exemplars of policy position statements.

Lesson 2: It is not always clear that action plans adopted by EOs follow on logically from country assessments. EOs however do need advocacy action plans and they need a small number of priorities.

ACT/EMP could support EOs more effectively to identify a short list of priorities. It may be sensible to focus broad assessments on synthesising secondary data. The EO can identify priority issues and the limited resource available for research can then be used to explore those issues in more detail and provide the evidence on which to build a policy position.

Good practice 3: Whilst there is a desire to work with organisations which are sustainable, there are also good arguments for supporting EOs more directly, especially with the costs of employing a policy officer. The support for COHEP and CAMFEBA has demonstrated that this can make a significant difference.

1.6 Recommendations

Recommendation 1: ACT/EMP should articulate its overall theory of change for its programme of support for employers' organisations to become more effective advocates. This would then serve as a reminder both of the point at which ACT/EMP is intervening but importantly show the intended ultimate outcomes from the interventions. It would help, too, in ensuring that individual project log frames were consistent with the overall purpose. It would also help in making explicit the assumptions in the logic. Outcomes and targets for individual projects should then clearly relate back to the theory of change.

Recommendation 2: Intervention log frames should have baselines that enable some measurement of progress towards the log frame indicators rather than simply providing a situational analysis and should have milestones that indicate progress towards the indicators rather than being a timetable for activities. Ideally indicators should describe a change in behaviour.

Recommendation 3: ACT/EMP could do more to assess the outcomes and impact from interventions with EOs. Assessment could take three forms: (a) ex post impact assessments of particular interventions in an effort to estimate the economic impact from a policy reform; (b) a case studies of individual interventions, which ideally record the intervention – and the EO's resultant actions and progress – from start to finish as it happens; and (c) case studies of individual employers' organisations over a period, to demonstrate how their competence has improved.

Recommendation 4: For global activities, particularly where they are intended to contribute to the work of EOs, it would be sensible periodically to ask the EOs about the difference that they have made.

Recommendation 5: ACT/EMP already offers considerable support to EOs and they appreciate that. Many of their descriptions of issues and solutions suggest that they would benefit from more support both to help them frame their issues more clearly and precisely, based on causes and not on symptoms. This is something with which ILO could help and may then be able to offer further help in the preparation of compelling policy positions.

Recommendation 6: The reports on Women in Business & Management and Greening Economies are good resources that could potentially be made available more widely. In both cases, the message is just as relevant for BMOs that are not EOs and for businesses that are not members of EOs. ILO will want to continue to focus its attention on supporting EOs but EOs could use these initiatives as an opportunity to promote collaboration with a range of other stakeholders.

Recommendation 7: ACT/EMP seeks additional funding to support EOs who have not previously employed a policy or advocacy officer to employ such a person for a limited period, perhaps on a shared basis, to demonstrate the impact that can be achieved through a dedicated resource.

Recommendation 8: Collaborate with others, including donors such as DFID and DANIDA, advocacy support funds and foundations that support advocacy, to develop a single resource that could be made available to all those supporting BMOs to become more effective advocates.

2. Background

Successful enterprises are at the heart of any strategy to create employment and improve living standards. As the ILO notes, employers' organisations (EO) help to create the conditions for success by influencing public policy relating to the environment in which they do business and by providing services to business that improve their individual performance. As one of its three constituents, employers' organisations have a special relationship with the ILO. The Bureau for Employers' Activities (ACT/EMP) is responsible for nurturing that relationship.

Until the end of the 2014/15 biennium, ILO's work was split into four strategic objectives and 19 outcomes. At the country level, support is structured through Decent Work Country Programmes (DWCP), aligned to countries' national development needs and developed in partnership with employers' and workers' organisations. A DWCP consists of a number of priorities, set biennially, known as Country Programme Outcomes (CPO). These are linked to ILO's targets under the 19 outcomes. ACT/EMP is responsible for delivering outcome 9: employers have strong, independent and representative organisations.

2.1 ACT/EMP strategy

The ILO's strategy is set out in the Strategic Policy Framework (ILO 2009) and then amplified in the DG's Programme & Budget (ILO 2013). The SPF says that:

The strategic framework applies a results-based management approach and proposes marked improvements in the measurement of results. Performance indicators focus on systemic changes in policies or in capacities in member States, which are to be achieved with significant ILO contribution. At the level of the programme and budget, each indicator is accompanied by a measurement statement that specifies the qualitative criteria that have to be met in order for a result to be counted as a reportable change.

The SPF stresses the importance of "cross-cutting" and notes that "teamwork will be an essential feature in the day-to-day delivery of integrated services to constituents ... close working relations between headquarters and the regions and across technical services".

The theory of change, in so far as it is articulated in the PB (pp41-42), explains that, for outcome 9, the overall aim is "to enable employer and business organisations to deliver value through targeted activities and services that their member enterprises cannot provide on their own". Whilst it could say more about the activities and especially the representation provided by employers' organisations, this, at least in part, sets out the *raison d'être* for an employers' organisation. The PB goes on to assert that "when effective, [EOs] influence the development of an enabling environment of policies, institutions, relationships and behaviours that foster private sector development, thereby producing the jobs and incomes needed to raise living standards".

A complete, but simplified, theory of change assumes that reform of public policy will lead to a more stable and more predictable investment climate and that such an investment climate will lead to more investment. It is further assumed that more investment will lead to a more competitive private sector, a well-functioning labour market creating more and better jobs and paying better wages, thus delivering poverty alleviation. Indeed, the ILO and others see the private sector as the engine of growth for developing countries (ILO 2007a; Kraus 2002). So there is pressure on governments to reform public policy. In many countries, however, government fails to take a lead, so ILO supports employers' organisations and others support business membership organisations more generally to engage in dialogue and advocacy to influence public policy.

Thus we have a logic in which public and private come together in dialogue: business associations need to understand the government's policy imperative and need to advocate clear and compelling policy proposals clearly, with an objective to improve the business enabling environment rather than to secure competitive advantage for a small group of businesses with vested interests. If they are successful, this will lead to an investment climate more conducive to business, more investment, more jobs and more tax revenue. The public sector offers access, influence and credibility to the business associations; in exchange business associations offer information, evidence and legitimacy to the public sector (Figure 1). There is an implicit assumption in the PB that EOs are not always effective at doing this and it is this failure that the ILO intervention is intended to address.

Figure 1: Theory of change: the complete picture



Source: Irwin (2015)

It is this logic that ILO has been striving to support, building the capacity of employers' organisations so that they are able to engage effectively in dialogue and advocacy. Whilst a key role for EOs (and indeed all BMOs) is representation and policy influence, they also provide a wide range of services and function as networks; these often generate revenue and assist the EO to sustain itself. So ACT/EMP additionally aims to support this aspect of EOs' work. The PB sets out what it describes as indicators together with measurement criteria and targets (see Appendix 4). The indicators imply these outputs:

- National employers' organisations, with ILO support, will have adopted a strategic plan to increase the effectiveness of their management structures and practices;
- National employers' organisations, with ILO support, will have created or significantly strengthened services to respond to the needs of existing and potential members; and
- National EOs, with ILO support, will have enhanced their capacity to analyse the business environment and influence policy development at the national, regional and international levels.

The PB explains that, in 2014–15, the focus will be on strengthening the capacity of business and employer organisations to operate as representative and responsive organisations and to engage in policy development with governments and other stakeholders to ensure an environment conducive to business development. Policy development work will focus on supporting EOs to adopt evidence-based approaches to policy-making. Interventions should help business organisations focus their efforts on policies that address specific constraints to enterprise development and job creation. The ILO will aim to strengthen the analytical capacity of organisations, such that they can respond effectively to the policy challenges. The ILO will also provide advisory services and technical support, including facilitating exchanges of experience, knowledge and know-how between organizations to build capacity and expertise.

The intervention thus comprises three areas of support:

- Developing institutional capacity;
- Mainstreaming policy priorities of employer constituents into other ILO outcomes and programmes; and
- Supporting these constituents in the various tripartite governance and policy-making bodies of the ILO

Given that the focus of the work is on capacity building, however, the evaluation will focus on whether and how the NP and SP interventions have contributed to capacity building of EOs and whether that has led to

them being able to fulfil their role as a representative body more effectively. Where possible, the evaluation will look at impact since this is the best indicator of whether the capacity building has been successful.

2.2 Outcome based funding

Outcome based workplans are prepared, based on biennial priorities and the available resources. Funding comes through the regular budget, which is paid by member countries by virtue of their membership. Some countries additionally provide unearmarked voluntary contributions (regular budget supplementary account) and earmarked voluntary contributions (extra-budgetary technical cooperation) which includes the additional outcome based funding – from Sweden and Norway – that has paid for the work being evaluated. Some of the funds have been used to support work directly with Employers' Organisations whilst some has been used on a number of 'global' products. On occasion, this funding has levered additional funding from within ACT/EMP or from other departments within ILO. Some EOs have also been able to use the support to lever additional funding from other sources.

2.3 Norwegian funded programme

"Strengthening Employers' Organisations for effective and impactful engagement in inclusive social and labour policy and service development" (GLO/14/59/NOR) aims to strengthen the institutional capacity of employers' organisations in policy development and dialogue at national, regional and interregional levels and to assist Employers' Organisations in the development of new and improved services to increase membership recruitment and retention. Mainstreaming gender and promoting women in business and management are important elements. The programme includes both a global component (GLO/14/59/NOR: gender mainstreaming and greening economies) and a regional component (RAS/14/58/NOR) in which five Employers' Organisations (in Cambodia, Indonesia, Lao PDR, Philippines and Vietnam) take a leading role in influencing the environment in which their members operate. This work was expected to focus on skills, labour policies and non-discrimination.

The global component additionally supported activities in five countries not covered by the evaluation (Armenia, Georgia, Malawi, Moldova, Montenegro), some of which achieved their targets.

The budget for 2014-15 for the (GLO) programme managed by ILO Geneva was \$727,000. The budget for the (RAS) programme managed by ILO Bangkok was \$1,447,000. A high proportion of this budget was given to Asia and the Pacific because the demands of EOs for technical assistance was high and ACT/EMP was under-resourced. The programme was due to end by 31 December, but was extended to 29 February 2016 and then to 31 March. At the time of the review there was \$90,000 uncommitted in the global programme and \$43,000 uncommitted in the RAS programme, all of which was expected to be spent.

2.4 Swedish funded programme

"Enhancing policy capacity of Employers' Organisations to promote an enabling environment for sustainable enterprises and job-rich growth" (GLO/14/73/SID) also aims to contribute to enhancing the capacity of EOs to engage in policy development with government and other stakeholders. It provides support for EOs in Botswana, Honduras, Malawi, Swaziland, Vanuatu and Zambia as well as for further development of the EESE toolkit.

The budget for 2014-15 for this programme was originally set at \$290,000 but in September 2015 revised down to \$257,000 due to exchange rate losses. It was due to end by 31 December, but was extended to 29 February 2016. At the time of the review there was \$12,000 uncommitted.

3. Evaluation background

The ILO can self-evaluate projects with budgets less than \$500,000, but it chose to combine the SP and NP funded work and to undertake an independent evaluation. The ILO engages in considerable monitoring and evaluation of its activities and there seems to be no shortage of implementation reports, reviews and evaluations, both to meet donor requirements and to assist ILO with operational accountability. This report draws on many of those reports and reviews. For understandable reasons, considerable effort is made to monitor progress against the indicators, which effectively describe outputs, but there is less effort to assess outcomes or impact. This is discussed in section 4.5. This is not surprising, given that the objectives are largely capacity building and that the focus is on biennial projects though policy influence in particular often takes more than two years. There seems to be a view that it is difficult to identify metrics to assess whether interventions related to labour issues have been successful. Provided there is clarity about the objectives, this should not be a problem. It may be difficult to assess impact in terms of benefit to the economy, and there may be problems of attribution; however, assessments which look at sustained change in behaviour may begin to give an indication of whether the intervention made a difference.

The authors of the 2014 evaluation made several recommendations, shown in Appendix 6 together with ACT/EMP response and a comment. In all cases, the recommendations were satisfactorily addressed.

3.1 Purpose, scope and audience

In line with ILO evaluation policy, evaluations of all projects in receipt of more than \$500,000 are being undertaken. This evaluation focuses specifically on work supported with extra-budgetary funding from the Swedish and Norwegian donors (SP and NP). The breadth of projects and activities funded by NP and SP makes it difficult in a short evaluation to look at everything; instead the focus has been on the key global programmes, as specified in the terms of reference, and on support directly to EOs funded through GLO/14/73/SID and RAS/14/58/NOR. Specifically, the purpose of this evaluation is to assess country programme outcomes and global products produced or refined under the three programmes, noting that they contribute to but do not constitute all activity under outcome 9. The scope of the evaluation is the 11 countries in which the three programmes operated during 2014-2015 and the GPs. The audience of the evaluation will be ACT/EMP headquarters and field specialists, the main EOs in the countries under review, programme managers, main national partners, ILO field office directors, technical support at headquarters, field and HQ technical specialists, responsible evaluation focal points and the development partners.

3.2 Timetable and missions

The external evaluator commenced this assignment on 22 December 2015, with a detailed desk review early in January and a mission to ILO, 11-13 January 2016, to interview key personnel in ACT/EMP and other departments. Missions to Asia and Africa were undertaken during January and February.

The following work plan was agreed with the evaluation manager and country offices:

- Questionnaire for EOs 8 January
- Mission to ILO, Geneva 11-13 January
- Draft inception report submitted to evaluation manager 14 January
- Report on data collection and interviews in Geneva 15 January
- Mission to Thailand, Cambodia, Viet Nam 17-23 January
- Mission to Zambia 16-20 February
- Draft report to evaluation manager 27 February
- Stakeholder comments back to evaluator 4 March
- Final report to evaluation manager 7 March

4. The approach

4.1 Methodology

The evaluation took a Scientific Realist approach, as described by Pawson and Tilley (1997), which seeks a disaggregated understanding of programmes, distinguishing between different programme elements, outcomes, contexts and mechanisms.

The principles on which the evaluation was based were:

- Use mixed methods to estimate changes and attribution at each stage in the programme logic;
- Combine data gathering and interpretation by programme staff with external review of the methodology;
- Use, and where appropriate adapt, monitoring systems already developed by and for ILO;

4.2 Evaluation criteria and evaluation questions

Each ILO evaluation is expected to assess the programme in question against the evaluation criteria defined by OECD/DAC which are in line with international standards of good practice: (i) relevance, (ii) effectiveness, (iii) efficiency, (iv) impact and (v) sustainability. These criteria form the basis for the first 17 questions specified in the ToR and which are addressed individually in section 5.4; lessons and recommendations are addressed separately.

4.3 Methods

The evaluation used a mix of complementary methods:

- Conceptualisation of the programme theory of change, mechanisms and contexts (in line with ILO's "I-eval Resource Kit", a data collection worksheet was prepared (see Appendix 5) to provide an overview of the proposed methods to collect data for all the evaluation questions);
- Review and analysis of a large number of documents including programme descriptions, annual and semi-annual progress reports, individual project evaluations, country assessments, EO business agenda, country implementation reports, global product reports etc – a full list of documents consulted is provided in Appendix 16.
- Semi-structured interviews with ILO staff (in Geneva and Bangkok)
- Semi-structured interviews with case study employers' organisations (in Cambodia, Vietnam and Zambia) to discuss objectives, challenges, influencing tactics and achievements
- Survey of EOs not met (a questionnaire was prepared (and modified, to shorten it, following feedback from ILO) to seek information from the employers' organisations in the eight countries not visited).
- Following a review of the country implementation reports, field co-ordinators were asked to provide their own update (to enable a degree of triangulation).
- Analysis of the assumptions underlying the programme and examination of evidence, from other programmes, supporting or contradicting them.

4.4 Caveats and limitations

The programme of support is intended to build capacity ("contribute to the strengthening the capacity of employers' organisations"). The outcome from improved capacity, as discussed above, is engagement with the public sector through dialogue and advocacy to achieve policy reform and improvement in the business enabling environment in the expectation that this will lead to the creation of jobs and the generation of tax revenue (in the SP programme: "to participate effectively in the policy dialogue to promote enabling environment for sustainable enterprise and employment"; in the NP programme: to

deliver “decent and productive work for men and women”). It is thus worth noting that measuring the impact of advocacy projects is complex because:

- Attribution is likely to be complex and multi-dimensional. Influence can be diffuse and hidden. In some cases, BMOs are enlisted by government agencies or departments to help progress issues of joint interest, so influence is two-way.
- Changes in legislation or policy are likely to be complex and lagged (and ILO programmes have a relatively short duration in which to deliver outcomes and impact). The impact lies not just in the sum of the agreed changes, but also in how these play out during implementation.
- Objectives for advocacy projects evolve during the negotiation process. Having to compromise, (especially sacrificing some short-term goals so as to maintain a relationship that promises long-term benefit) is not an indication of failure, as might be the case in physical or service delivery projects.
- Impact often comes about through averting a proposal: success can thus consist of (repeatedly) delaying changes proposed by the government that business perceives as damaging.
- Each advocacy project and process is unique and additionally all businesses benefit irrespective of whether they are members of the BMO undertaking the advocacy. This militates against providing a counterfactual analysis, except through comparing what happened with what most likely would have happened if the advocacy had not occurred.
- The NP and SP-funded programmes cover some 11 countries, as well as the global products, so each country activity is fairly small and thus will have limited country-level impact.

When it comes to measuring improvements in capacity, baseline data are scarce, which makes it difficult to assess objectively the extent of the improvement.

4.5 Indicators

The PB sets out indicators which, as previously noted, feel more like outputs. Indeed, the more detailed project log frames then take the measurement criteria and turn them into indicators to demonstrate that the output has been delivered. However, as the PB also sets targets based on the formal indicators, the evaluation will report against these.

Most EO programmes of support then have a log frame as well. These link to the PB indicator, but give more detailed outputs, different indicators, a baseline, milestones and assumptions. The indicators may well be good indicators of the activities and outputs, but they do not clearly link back to the PB indicators. The baselines offer a brief situational analysis but do not provide a baseline that can be used to measure change or improvement. The assumptions tend to be assumptions about the environment (such as political stability) rather than assumptions in the logic (which can then be tested during evaluation). A brief critique is provided in Appendix 4.

The intervention log frames and the PB indicators and targets should hang together in a coherent way. Ideally, there should be indicators to determine whether there has been a change in behaviour. Is there evidence for example that the adoption of a strategic plan has resulted in increased effectiveness of management structure and practice? This is difficult to assess without a baseline and in any event assessing whether management structures are ‘more effective’ is beyond the scope of this evaluation. Assessing whether new or expanded services respond to the needs of members could be assessed simply by reviewing the increased use of the services. The survey of EOs attempts to answer this question, though again there is a lack of a baseline, so it is only possible to seek perceptions of the EOs and the field specialists. The third indicator focuses on enhanced capacity of the EO to analyse the business environment and engage in dialogue and advocacy. Again there is no baseline. The previous evaluation drew attention to an advocacy competence diagnostic assessment tool – in use in Nigeria, Kenya, Tanzania, Mozambique and Ghana. There are problems in how long might be expected to elapse before

the results of the capacity building are observed in the behaviour of the EOs. On the other hand, the most effective capacity building takes place whilst EOs are engaging in dialogue and advocacy. So one way of assessing whether capacity has been built and behaviour has changed is to explore the outcomes and impacts from the dialogue and advocacy in which the EOs have engaged as a result of ACT/EMP's support.

DCED makes suggestions for outcomes, outputs and indicators that may be appropriate in measuring business environment reform. Most are not relevant to capacity building but their recommendations related to business advocacy and public private dialogue suggest some possible lines of questioning (Table 1) in addition to those derived from the ToR questions, with the advantage of focusing on some intermediate outcomes as well as on outputs.

Table 1: Selected outcomes, outputs & indicators

Outcomes	Indicators
Sustained increase in the quality and quantity of advocacy and public-private dialogue (PPD)	Number of funded advocacy projects with documented evidence of achievement of advocacy and PPD outcomes
Improved voice and accountability for poor men and women	Number of firms participating in business membership organisations (BMOs) (disaggregated by female and male-owned enterprises)
Possible outputs	Indicators
Increase in BMO resources devoted to advocacy and PPD	Changes in BMO budgets devoted to advocacy and PPD
More inclusive practices (e.g., more women involved in advocacy and PPD)	Changes in BMO membership: ratio of male and female
Copying and crowding-in by system actors	Increase in the number of actors engaging in advocacy and PPD

Source: White, S (2013) *Supporting Business Environment Reforms: Practical guidance for development agencies: Annex: Measuring donor supported business environment reform*, Donor Committee for Enterprise Development

Questions in the survey have been posed in such a way as to ensure as far as possible that they are neutral rather than leading the respondent to a specific answer.

4.6 Validity

There is clearly a question about whether the three EOs chosen to visit are representative. The choice of country was made by ACT/EMP on the basis that they covered a range of EOs, including one that ILO regarded very positively and one that was less well regarded. The missions took in Asia and Africa. Honduras, the only country in Latin America, in this programme of support was recently documented by ODI as a case using an episode study approach; Vanuatu, the only other country not in Asia or Africa was regarded as too small and far away. The impression gained from visiting the three chosen EOs, based on substantial experience of working with BMOs, is that they provided a good sample from which to draw generalizable conclusions.

It is noteworthy that the implementation reports prepared by the field specialists seemed to give an accurate picture of the current state of the visited EOs, and I have therefore drawn the conclusion that all the reports are reliable.

4.7 Cross-cutting themes

Gender is not only an important component in NP and SP programmes, but also the gender dimension is highlighted in the ToR as "a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation". This reinforces the importance of establishing a relevant balance between men and women among stakeholders who will be interviewed during field missions. It also implies that data, for

example, on the usage by EO members of services or on participation in training programmes funded by NP and SP must wherever possible be disaggregated by gender.

There was a reasonable balance overall: in Cambodia most of the staff and most of the board were male; in Vietnam all but one interviewee was female. In Zambia, most interviewees were male. EOs do not record ownership by gender and, in any event, that is problematic, not least because most members of most EOs are incorporated. EOs often do disaggregate participation in training; they are much less likely, however, to disaggregate participation in regular meetings.

I have not reviewed the CRM, but on the assumption that EOs will use the CRM to record all their interactions with their members, it should be very straightforward for EOs to record this type of information.

4.8 Stakeholder participation

Mission notes were prepared and shared with ILO staff; notes about individual EOs were shared with the EO to allow them to comment and correct (CAMFEBA was very positive about the record of the meetings with them). ILO was able to comment on a draft of the final report.

5. Main findings

5.1 Global programmes

5.1.1 EESE toolkit and EO support

The EESE toolkit is a resource for employers' and business organisations wishing to assess the environment in which businesses start and grow. It also provides advice and guidance to support BMOs to develop advocacy strategies and build their capacity to engage in dialogue and advocacy.

The EESE methodology came about as a means of implementing the Conclusions on the Sustainable Enterprise adopted at the International Labour Conference in 2007. It proved to be of particular interest to employers but, importantly, it recognised that the 'legitimate quest for profit' is 'one of the key drivers of economic growth' and needs to be combined with social dimension (ILO 2007b: 2). This resulted in further thinking about improving the enabling environment as defined by 17 pillars (which offer a wider perspective than the World Bank's Doing Business assessment).

The tool and methodology were developed into a global product to stimulate an evidence-based and more focussed approach to the policy dialogue. It has been deployed in some 20 countries, to a different extent, so country findings could have been aggregated into some global observations. EESE assessments are managed and backstopped by ENT and, generally, the collaboration works well.

These pillars can be used, inter alia, to undertake country assessments, which usually require a mix of secondary data and primary research. It is perceived to be a top down, complex approach, though ACT/EMP is able to encourage some prioritisation by EOs. There is also a need to support EOs since most need help to engage in dialogue and advocacy. However, the field specialists have also needed support. So the toolkit now comprises a range of tools to support EOs (a) to assess the enabling environment in their country, (b) to assess the competence of the EO itself, and (c) to offer guidance to EOs on a range of actions including undertaking research, writing policy positions and lobbying government. Honduras provides an interesting case study (see example box below).

I reviewed the report on the enabling environment in Zambia (de Gobbi & Anang 2013). It has around 80 pages of analysis of all the pillars – and then two pages which explain the priorities which essentially says that the social partners came together in a dialogue and chose the priorities, without any much to show

how the priorities were derived from the evidence presented earlier. ILO stresses however that as much as anything it is the process that is important so that the result is 'owned' by the EO and ideally so that the EO will be able to undertake subsequent assessments without external assistance (though they may of course need to commission someone to do the data gathering and report writing).

Following the assessment, the EO and the ILO field specialist agree a programme of support and a budget. Once this is approved by ACT/EMP, it becomes the responsibility of the field specialist to implement it though the expectation is that the EO will be the driving force to make it happen. A brief resume of activities undertaken and immediate results is included in the implementation report, an internal document that pulls together responses from country managers (see Appendix 7). This prompted additional questions to be asked either of field specialists or during the interviews with EOs in the three visited countries.

ECAM has prepared a Business Advocacy Agenda for the period 2014-2017. This makes the point, perhaps following an ILO line, that "advocacy is an effort to influence public policy in an open and transparent manner" and asserts that "lobbying usually implies campaigning for the interests of a small group of people or businesses". It proposes therefore that the word 'advocacy' should be used in preference to the word 'lobbying'. Whilst the principles of being open and transparent are important, there is little doubt that 'lobbying' is widely used simply as a description of a face to face advocacy technique. In fact, ACT/EMP is trying to convey an important message that dialogue and advocacy needs to be based on solid evidence. Importantly too, the document also says that "advocacy always involves dialogue" and notes that "dialogue is a pre-requisite for effective lobbying".¹ The agenda then sets out five areas of particular concern to the employers, including skills development, legal and regulatory framework, the business environment (which covers tax, corruption, interest rates, public services and more on regulation), infrastructure and social dialogue. These are very typical priorities and could almost certainly have been determined without the country assessment. It concludes with detailed plan of proposed outputs, though not all are sufficiently precise (eg "harmonised legislation and regulation).

The Asia office explained that they have been using the EESE toolkit, but realised after supporting CAMFEBA through all the steps that it is better to mix and match as necessary. They see it primarily as a policy development tool and now understand much better that EOs do not necessarily have to cover every step. The Asia Office now highlights the need to tailor EESE and apply it differently to EOs depending on their capacity, priorities and interest. They also stress the need for EOs to understand that policy should be the core of their work.

The EESE toolkit is highly relevant in supporting employers' organisations, not only to undertake country assessments, but also to provide advice and guidance on a wide number of dialogue and advocacy activities. There are a number of other resources and toolkits and there could be merit in exploring how ILO could work collaboratively with them to avoid duplication. Furthermore, almost all of the resources would be of interest to business membership organisations in general, so there would be merit in making the EESE toolkit more widely available, perhaps initially promoting through the advocacy support funds, through DCED and through www.publicprivatedialogue.org.

Based on the success achieved by EOs in undertaking country assessments and preparing action plans, EESE is an effective programme. There is good evidence that working with BMOs on a one to one basis results in positive outcomes. The EESE toolkit is a resource so does not directly result in impact but the activities of the EOs do and are described in section 5.2. The work is sustainable only if the EO is able to

¹ Whilst the source was not acknowledged, I was flattered to note that much of the paragraph was lifted word for word from the introductory page of one of my websites: businessadvocacy.net.

retain the staff who are trained and developed and/or it takes the trouble to ensure that other staff also learn. Most EOs are so short of resource that they do not have the luxury of succession planning and so there is a danger that EOs lose capacity when staff move on.

5.1.2 Women in business & management

The objectives of the women in business & management (WIBM) initiative are

- To strengthen the knowledge base of EOs through research and documentation of good practices and strategies shared between EOs within regions and inter-regionally
- To promote the business case for advocating on gender equality and to support EOs to play a key role in
 - National policy development on gender equality and the participation of women in decision-making in the private sector.
 - Assisting companies at the country level to respond better to rapidly changing gender roles and to advance women in the workplace and in management
 - Assisting women entrepreneurs to start and expand their businesses through national level initiatives in Armenia, Georgia and Fiji.

During 2012/13, ACT/EMP undertook research, including a survey of 1,300 companies as well as using secondary data, to update a report on women in management, *Breaking through the glass ceiling: women in management*, that had been published in 2001 and updated in 2004. This resulted in a new report, *Gaining Momentum: Women in Business & Management*, published in January 2015. This was launched with the CBI in London. An Asian version of report, *Women in business and management: gaining momentum in Asia and the Pacific*, was launched with Singapore National Employers' Federation in Singapore. A MENA region version, *Women in business and management: gaining momentum in the Middle East and North Africa*, was launched in Oman in February 2016. The objective was primarily to raise awareness – and the events apparently succeeded in generating considerable interest. The next step is to take to EOs and encourage them to do more in their own countries and much is happening already. The Asia office picked up on the main report and has published a further report with a specific focus on Asia.

Other aspects of the WIBM work include the production of advocacy and good practice materials, including infographics and videos available on the ACT/EMP and ILO websites.

Unlike many BMOs, which simply lobby on behalf of their members' interests, EOs are in a unique position by virtue of their participation in tripartite arrangements. This imposes responsibilities. There is an argument that EOs should not only represent their members but also that they should advocate good practice to them. The Asia office thought that EOs should lead their members, though perhaps not so far ahead that they lose them. And indeed EOs have asked for more tools to guide national companies in advancing women in business and management. In addition, EOs are approaching ILO and asking for help to start initiatives on gender, eg, Fiji now looking at access to finance for women entrepreneurs, and now receiving funding from other donors as a result of initial support from ILO.

ACT/EMP is now working on two guides, as a direct follow-up of the conferences to launch the global and regional reports and specifically targeted at EOs: one will emphasise company good practice and the other will be a handbook for EOs to support the promotion on women in business and management. It is planned to publish these in the first half of 2016. It is intended to do more to equip EOs, member companies and ACT/EMP Employer Specialists to act as catalysts at a national level to promote women's advancement and leadership. The work will contribute to achievement of the outcomes in the 2016-17 P&B strategy which include "advocacy with employer and business organisations to make the business case for promoting gender equality and diversity in the workplace, increase participation of women in governance structures and foster women entrepreneurship".

It was suggested that measuring the success of a project such as this is too hard. This is made harder by the lack of a baseline: the log frame includes a situation analysis but does not describe a baseline position. The milestones in the log frame relate to the publication of documents by ILO and not to actions or changes in behaviour by the EOs (see Appendix 4 for a more detailed critique). At the minimum, it should be possible to ask EOs what they are doing differently as a result of the report's publication. Three questions were therefore included in the survey of EOs, and the results were encouraging:

- Six respondents (out of nine) said that Gaining Momentum or the Asian equivalent had influenced their work and seven said that they were actively making the case
- Seven respondents said that they had been able to promote the business case for gender equality and to influence the business agenda in relation to advancing women in business
- Eight respondents said that they consider the particular problems faced by women when they addressed issues related to the business environment.

One follow-up action has been that a group of EOs came together in South Africa where they discussed, *inter alia*, how they can lobby governments so that governments take on responsibility for paying maternity pay rather than expecting employers to cover the cost, as is often the case now.

ACT/EMP perceives that EOs do want to work in this area, not least because they see it also as an economic issue: they want a more accessible labour market. The Asia office believe that 'Gaining Momentum' has definitely made a difference. The Philippines and Indonesia EOs already had a Women Entrepreneurs' Council, but others are now establishing them as, for example, in Fiji. CAMFEBA has established a women's committee as a direct result of the Singapore conference.

Working on gender is highly relevant: ILO is keen to push this agenda but a large number of EOs are equally keen to be involved and to be working with their own members (as can be seen in the results of the survey). The Gaining Momentum report appears to have been a highly effective way of raising awareness. Using a consultant who had been previously involved ensured that the process was efficient as well. The impact will come not from the report or the conferences but rather from the way that organisations change their behaviour in response. This is likely to be high (see the results of the EOs in section 5.2) but there would be merit in more systematic monitoring. It is likely that this work will also be sustainable in the sense that there is now a head of steam within the EOs.

5.1.3 Greening economies

A resource guide on greening economies (ILO 2016) has been published to address the growing need of employers' and business organisations for information, tools and good practices related to green business opportunities and markets, improving resource efficiency and reducing wastage, which should lead to cost-savings and higher productivity. The guide has been prepared as a consequence of the 2013 International Labour Conference on Sustainable Development, Decent Work and Green Jobs which called for the social partners to raise awareness, create understanding and provide guidance about the issues of green enterprise. The guide and a related training programme were validated at two workshops at the ILO-ITC and one in Asia. ACT/EMP notes that the guide has been launched at an opportune moment as the ILO has embarked on a "Green Initiative" as part of a reflection on the Future of Work as the ILO prepares for its Centenary in 2019. The guide is the result of close and effective collaboration between the Green Jobs Programme, ACT/EMP and the ILO International Training Centre. There was a regional training workshop in Asia in August 2014 as part of the development of this resource material and ACT/EMP specialists were involved in the design and implementation and identification of participants of the workshop. The preparation of a detailed report is an effective means of communicating considerable information though, as with EESE, there are many organisations undertaking similar work and there would be good scope to collaborate. There is likely to be increasing pressure from bilateral donors to do more and so business membership organisations that are becoming involved now will be well placed to benefit.

It is too early to identify impact from this programme. However, the log frame has an indicator that refers to enhanced capacity of EOs and a baseline that offers another situation analysis. The milestone is the publication and dissemination of a resource guide, so it is not clear how this is a milestone on the way to achieving the indicator.

It is clear however that some EOs have picked up on this initiative and are keen to do more. It was encouraging, for example, to find ZFE (and the Zambian Association of Building & Civil Engineering Contractors) actively and enthusiastically participating in a green economy programme in Zambia. In due course, this might provide a good case study to encourage other EOs.

5.2 Country programme outcomes

In this section, we look first at ILO's performance against the formal indicators, provide some examples and then assess the work against the OECD/DAC's key evaluation criteria. There is encouragement by donors also to use the DCED standards for evaluation inter alia of business environment reform projects. As noted in the introduction, White (2013) suggests a number of impact indicators for business environment reform programmes including, inter alia, increase in investment, increase in competitiveness and reduction in poverty. There is some evidence, for example, in Cambodia that the success of CAMFEBA in relation to minimum wage has retained an existing level of competitiveness and retained jobs that might otherwise have been lost. However, the ILO's programme is not a business environment reform programme, but rather a capacity building programme which, if successful, will lead to employers' organisations lobbying for business environment reform. Indicators need therefore to be chosen carefully.

DCED suggest further indicators which are worth a mention: an outcome of 'more and better jobs' fits neatly with the ILO objective to deliver 'decent work' and, at the intermediate outcome level, 'improvements in business advocacy and public private dialogue' with its indicator of improvements in the quality and quantity of PPD could be useful additions to the way in which ACT/EMP measures their work with EOs. These are not suggested as alternatives but as additional indicators that could help to demonstrate the positive effects achieved by ACT/EMP.

One other indicator that is often used by donors, though not recommended by DCED and with a methodology that is not consistent with ILO principles, is the Doing Business ranking; many governments also set themselves targets for how high they can rise in the league table. The 11 countries under review are roughly in the middle of the table with Botswana best at 72 and Malawi worst at 141 (see Appendix 10). There are issues with using rankings for comparisons, so the World Bank has developed its 'Distance to the Frontier' score. This shows that the 11 countries are much closer together (the best country is regarded as having a score of 100, Botswana is on 65 and Malawi is on 55). Furthermore, there has been little change over the last six years, suggesting that all the countries could potentially do more to improve their business enabling environment. The World Economic Forum reports on the burden of government regulation and the transparency of government policy making: there is a wide spread for the 11 countries (also shown in Appendix 10). Whilst it may take time to reduce the burden of regulation, it should be possible for EOs to argue for more transparency, not least since in time that is likely to lead to better regulation.

Country programmes are put together based on (a) evaluation of previous activities, (b) a broad based country assessment, (c) a consultative process, internally, to identify priorities, and (d) a broader based consultation, using a 'my world of work' survey. The aim is to ensure an integrated programme, which then needs buy in from the national government, since the likelihood is that they will need to participate and possibly even to contribute to the cost.

The provision of support to EOs has been based on an action programme prepared by EOs working closely with the field specialists. The majority of ILO support to country programmes has been through

providing capacity building support to EOs (Table 2), reflecting the primary aim specified in the programme documents. This has extended to providing support to undertake research, prepare policy positions and employ advocacy staff. Seven EOs have been supported to strengthen services. Whilst most have been supported by ILO to develop a strategic plan at some point, it seems that only one (of the 11 countries under review) was to be supported to develop a plan during the biennium.

Table 2: Indicators to be delivered for each of the 11 countries

	GLO/14/59/NOR	RAS/14/58/NOR	GLO/14/73/SID
Botswana			9.3
Cambodia	9.2 + 9.3	9.2 + 9.3	
Honduras			9.3
Indonesia	9.2	9.2 + 9.3	
Lao PDR		9.2 + 9.3	
Malawi	9.1		9.3
Philippines		9.2 + 9.3	
Swaziland			9.3
Vanuatu			9.3
Vietnam		9.2 + 9.3	
Zambia	9.2 + 9.3		9.3
Gender	9.3		
Greening economies	9.2 + 9.3		

Sources: Programme document template for outcome based partnerships

There is some discrepancy between the log frame expectations (shown in Table 2) and the country level results reported in the implementation report (Appendix 7). As noted, only one country (Malawi) is shown as being supported to develop a strategic plan, but four countries (Botswana, Malawi, Swaziland and Philippines) are reported as doing so. This could of course be because they had started the process in the previous biennium but only achieved it in this biennium. It is sensible therefore to record the success.

There are two sources of information on whether EOs have been successful in their activities: ACT/EMP's own monitoring and the feedback from EOs through the survey (or the mission interviews) undertaken for this evaluation.

There were six responses to the survey (out of a possible eight). Together with the responses from the three EOs that were visited, this gave a total of 9 responses. Detailed results (which go beyond the ILO's PB indicators) are provided in Appendix 8. In summary:

- Most EOs' represented a significant proportion of employers
- All respondents had a strategy plan and seven said that they received support from ILO to develop it
- All respondents said that they received ILO support with capacity building
- Eight respondents received support from other sources in addition to the ILO
- All used a variety of ways to identify issues and to set priorities
- All used a variety of ways to move forward their policy agenda
- Two thirds of respondents said that their membership had increased in the last two years (and in all cases, membership is voluntary); the average increase was 8 per cent

- Two thirds of respondents said that their budget for policy and advocacy had increased in the last two years
- Seven respondents had introduced or strengthened services for members
- Most respondents were aware of the four global products
- Seven respondents said that they had undertaken, or commissioned, research and then used the evidence in policy positions
- Seven respondents reported at least some success in influencing the way that officials see issues through to governments changing policy (six) and changing legislation (two)

This suggests that ILO has been very successful in its interventions with EOs. It does not however address the question of how this contributed to delivering the PB targets. A comparison between performance and PB targets is shown in Table 3.

Table 3: Summary of ILO performance

Indicator 9.1: Number of national employers' organizations that, with ILO support, adopt a strategic plan to increase effectiveness of their management structures and practices.

Target:

15 employers' organizations, of which 5 in Africa, 3 in the Americas, 1 in Arab States, 3 in Asia-Pacific, 3 in Europe-Central Asia

Performance:

Seven (out of nine) EOs said that the ILO had supported them to adopt a strategic plan though it is not clear if these were all achieved during the biennium. The implementation report suggests that four adopted a strategic plan. This exceeds the effective target of one.

The three EOs visited appeared to be working effectively and following their strategic objectives.

Indicator 9.2: Number of national employers' organizations that, with ILO support, create or significantly strengthen services to respond to the needs of existing and potential members

Target:

25 employers' organizations, of which 8 in Africa, 7 in the Americas, 2 in Arab States, 5 in Asia-Pacific, 3 in Europe-Central Asia

Performance:

Seven (out of nine) EOs said that ILO had supported them to strengthen their services. In some cases, the focus was on improved advocacy; in others the focus was on selective benefits. This is exactly in line with the expectations set out in the log frames and the implementation report list seven examples of strengthened services. Two thirds of EOs reported that membership was increasing, and one other had seen increases from 2012 to 2104, as a direct result of their advocacy, but then a deterioration in 2015 due to the economic slow-down globally.

Indicator 9.3: Number of national employers' organizations that, with ILO support, have enhanced capacity to analyse the business environment and influence policy development at the national, regional and international levels

Target:

20 employers' organizations, of which 7 in Africa, 6 in the Americas, 1 in Arab States, 4 in Asia-Pacific, 2 in Europe-Central Asia

Performance:

All nine EOs reported that ILO had supported their capacity building and were able to describe the difference this had made. It is reasonable to assume therefore that the two non-respondents also benefited from their capacity building. However, the implementation report only lists eight examples of capacity building. Most EOs are achieving success in influencing public policy. There is good evidence that this is so from the three EOs visited.

It would appear, ipso facto, that ACT/EMP has met its targets, at least in relation to the countries under review.

Assessing whether the ILO input was appropriate, however, requires some assessment of the performance of the EOs since the assumption in the logic is that they will become better advocates as a result of the ILO support. This is made hard, however, by the absence of any baseline, either of capacity or of performance. The view of two of the three visited EOs was that they had improved considerably. In one case, that was not surprising since they had taken on a policy manager and also, in their words, moved from the chairman telephoning his friends to a reliance on evidence and argument. In the other case, the impression gained, and emphasised by government interviewees, was that they had become much better at doing research and putting together cogent arguments. This seemed at least in part to be down to the recruitment of a legal director. Some effort was made therefore to assess EO performance. It is possible to assess performance against any number of additional indicators, but given that DCED has suggested appropriate indicators for use in business environment reform, a select few are shown in Table 4 together with the ILO's performance.

Table 4: Performance against additional indicators

Number of funded advocacy projects with documented evidence of achievement of advocacy and PPD outcomes (indicator of sustained increase in quality and quantity of advocacy and PPD)	ILO does not systematically gather data on the number of projects with documented evidence of achievement. However, all three of the visited EOs had evidence of achievement and a further three say that they have been successful.
Number of firms participating in BMOs (indicator of improved voice and accountability)	Six (out of nine) EOs report that membership is increasing.
Changes in BMO budgets devoted to advocacy and PPD (indicator of increase in resources)	Six (out of nine) EOs report that their budget for advocacy has increased
Changes in BMO membership: ratio of male and female (indicator of more inclusive practices)	None keep records but where many firms have multiple owners, this is not a simple number. There may be a simple alternative, such as assessing the gender of people who participate in meetings and the composition of the board of the EO
Increase in the number of actors engaging in advocacy and PPD (indicator of 'crowding-in' by system actors)	ILO is only working with EOs and does not systematically gather data on this. However, empirical data suggests that EOs are becoming more active, that new associations are emerging and that EOs are encouraging more associations to engage in dialogue and advocacy.

Based on these additional indicators, ACT/EMP has performed well. ACT/EMP may want to consider whether indicators such as these would be helpful in project log frames.

In an effort to pick up on achievement and impact that occurred during 2014/15 as a result of earlier ACT/EMP interventions, the survey asked respondents about achievements and policy reforms following activities that started in 2012/13 as well as those following activities in the biennium under review. Whilst not all were good at responding to this question, there were examples of success including:

- Business Botswana lobbied in 2012/13 for the acceleration of privatisation, resulting in an IPO in 2015
- The Botswana Business Environment Reform Roadmap was launched in 2015
- Following a detailed country assessment, COHEP persuaded the government of Honduras to remove a key impediment to business registration (see box 8)
- In Indonesia, the National Apprenticeships Network was established
- ECAM in Malawi is now recognised by non-traditional partners as the voice of employers

- ZFE in Zambia is active in greening economies and in disability in the workplace projects
- ZFE has influenced the government over casualization (see box 5).

Further successes, recorded by ILO field specialists, are summarised in Appendix 7. The example boxes highlight some of the progress by individual EOs and other successes.

ACT/EMP has supported Vietnam Chamber of Commerce & Industry with capacity building and financial support to prepare research reports and policy position papers. They say that these have “improved their image”. They have prepared and distributed a guide on non-discrimination and have prepared a draft Code of Conduct on Sexual Harassment. They are currently preparing a report on labour and skills.

Box 1. Vietnam Chamber of Commerce & Industry

Founded in 1963, VCCI represents the business community, employers and business associations. Staff of the VCCI Bureau for Employers’ Activities (BEA) have received training from ILO including OSH, business association management, minimum wage and child labour. ILO has also provided financial support for specific projects including the preparation of research papers and position papers and the preparation of guidelines on how to run an effective employers’ organisation. They do a lot to support small business and empowerment of women is important. VCCI perceives that their position papers have “improved their image”. Their guide on non-discrimination, developed with NP support and a collaboration between BEA and the Vietnam Women Entrepreneurs’ Council) had been circulated to all their members and had been well received by the media.

The first (annual) labour report (which employs the EESE methodology) is due to be published in May. PCI has collected limited data on labour issues, but in the 2015 research added in partnership with BEA a large number of questions to understand the issue of skills more deeply.

One initiative of VCCI, the Provincial Competitiveness Index, which started in 2006 has been expanded this year to look in more depth at skills issues and with the intention of additionally publishing a dedicated labour and skills report with support from ILO. It hopes that this might lead to the publication of an annual labour index.

The Vietnam Women Entrepreneurs’ Council (VWEC) is a department within VCCI, set up in 2001 undertook a project on gender equality with support from ILO that concluded prior to 2013. This led to a new project to end sexual harassment in the workplace with the testing of a training programme and the preparation of a draft Code of Conduct on Sexual Harassment. This was very collaborative and was approved by MoLISA in May.

Source: Evaluator interviews

Box 2. Swaziland

FSECC benefited from an EESE Assessment in 2011. Subsequently, with support from ILO, FSECC developed a business agenda, ‘Growing Swaziland’. This has been implemented and has achieved reforms including reduction in corporate taxes, improved application process for securing work permits and a new ICT Law which has opened up the market to competitive services. FSECC is currently engaging the Parliamentary Portfolio on ICT in developing regulations to operationalise the ICT ACT. The business agenda was planned for completion by December 2015 and will now be reviewed.

Source : ILO

ACT/EMP has supported Cambodia Federation of Employers & Business Associations with capacity building and with the employment of a policy manager. It has supported CAMFEBA to undertake a country assessment and prepare an action plan. They have prepared good policy papers. The board recognises that using evidence and dialogue is better than exploiting networks for long term relationships. They have secured good media coverage. They are now invited by the Government to consult.

Box 3. Cambodia: CAMFEBA

CAMFEBA was launched around 2000 as an independent voice of employers. It represents around 2,000 businesses but has a number of associations amongst its members so probably speaks for 80 per cent of exports and around 20 per cent of GDP.

ILO initially supported CAMFEBA to think about their strategy using the EESE toolkit. Their strategy focused on social dialogue legislation, skills and corruption though it is the labour issues that dominate.

In 2013, with ILO support, CAMFEBA undertook survey of employers and prepared a country assessment. They had no policy team to implement the recommendations, so CAMFEBA was supported by the NP to employ an economist, Chum Senveasna, as policy manager, initially for a year.

It has also supported capacity building, including paying for staff to visit the training centre in Turin and installing the CRM, which was described as “making a big difference” in improving member retention from less than 90 per cent to more than 95 per cent. As ILO’s official ‘partner’ in Cambodia, CAMFEBA is invited to participate in key ILO meetings.

CAMFEBA has focused on two critical areas: minimum wages and trade union legislation. They prepared two good policy papers both of which were published in 2015. Both gained significant media attention. The board perceives that they now have evidence – and that using evidence and engaging in dialogue is better than exploiting networks – at least as good and comprehensive as the other stakeholders. There is some evidence that the papers have influenced public policy on both these topics as illustrated by successive drafts of government documents. It seems that both have raised the credibility of CAMFEBA with other stakeholders. CAMFEBA is now trying to move the minimum wage negotiations (which only apply to apparel and shoe manufacture) out of the political arena and into a more technocratic arena in which decisions are based on evidence. It seems that this is beginning to happen.

The government had proposed that there should be a skills development levy, also set as percentage of the wage bill, but in 2015 CAMFEBA successfully persuaded the government not to do this.

The government is now beginning to seek out the CAMFEBA view. For example, it has recently asked for their views on private public partnership. A further illustration of success is that foreign and bilateral chambers are now coming to CAMFEBA to ask them about their position on particular topics and to seek to ally with them. So CAMFEBA, in turn, is beginning to look at more than just labour and social issues (and ILO is trying to help them to do this) and hopes to spread its influence to Ministries other than Labour including Commerce, Tourism and Finance.

CAMFEBA has made significant advances in its ability to prepare research evidence and policy position papers – the ones reviewed are excellent when compared to research and policy position papers prepared by BMOs in East Africa. My only recommendation would be to separate research and policy position into separate documents. The business agenda is very good, with a relatively small number of priorities and, on the whole, clear recommendations. The board has moved on from lobbying trusted contacts based on vested interests to gathering detailed research evidence in order to offer persuasive argumentation to make their case.

Source: Evaluator interviews

Box 4. ASEAN

ACT/EMP, supported through the NP, has undertaken work on the ASEAN Economic Community. This led to the publication in May 2014 of a report, *The road to ASEAN Economic Community 2015: the challenges and opportunities for enterprises and their representative organisations*. This has been well received and widely used by EOs in the region. This is expected to support EOs’ work on national and regional trade policy.

Source: ILO

ACT/EMP has supported Zambia Federation of Employers to prepare and implement a strategy, with capacity building, and to undertake research and prepare policy papers. The Government regards ZFE as professional, extremely well researched and well-argued. They have also strengthened their services to members which led to an increase in membership (though this has since tailed off with the current economic challenges).

Box 5. Zambia: ZFE

Unusually, ZFE was set up by Act of Parliament in 1966, though now it is a wholly independent voice for employers with a focus on labour and social issues, and is broadening out to encompass other issues. They have positioned themselves as one of the key private sector organisations consulted by government. It represents about 30 per cent of employers employing around 60% of the workforce in formal employment. Subscriptions provide around 90% of their income. Amongst their staff of 11, they have a Policy Manager and a Legal Director.

They have a strategy, written with support from ILO, which they are about to review. Formally, its mission is to “promote and protect the interests of employers and business through the provision of business development services and advocacy for sustainable enterprises and conducive business environment”.

In 2012, ZFE took the government to court over the minimum wage. They lost the court case, but it helped to make them much more visible and resulted in the recruitment of new members.

ILO has helped them with capacity building as well as with the undertaking of research and preparation of policy positions. ILO supported ZFE to take the lead on developing a national business agenda, nominally published by the Private Sector Alliance. The PSA is somewhat ineffective, but ZFE has taken responsibility for running with one of the topics: identifying skills demands and gaps. Research is currently underway, in partnership with the Central Statistics Office, and a report is expected shortly.

The Government is keen to amend the Employment Act. ZFE persuaded them to consider it in more detail than it seemed was originally intended, so most discussions are still underway. However, the Government decided to fast-track some key aspects including one on reducing the scope for ‘casualisation’, the practice of employers to take on staff on a casual basis rather than offer permanent jobs to avoid giving them employment rights, of which the most expensive was a requirement to pay three months’ salary for each year of service by way of a gratuity if they are dismissed. Whilst FE was unable to stop the change, they did successfully argue that some sectors and some jobs require this sort of flexibility and a new concept was born: flexibilisation.

The Ministry of Labour & Social Security says that ZFE is professional and generally well researched: in particular, they said their submission (to the Parliamentary Committee looking at the Employment Act) was extremely well researched and well argued – indeed, they said that even their own lawyer reported that it “was better informed than the drafters of the amendments” and the Parliamentary Committee gave the MLSS and the drafters a hard time as a result.

They have strengthened their services for members. In 2014, they took on a full time legal adviser, rather than buying in occasional legal services, and so have been able to offer a much better legal service. They have also been growing their consultancy and now offer to undertake work such as salary benchmarking surveys on behalf of members.

ZFE’s perception is that they have been instrumental in changing views amongst policy makers and that at least to some extent they have influenced policy.

Source: evaluator interviews

The Vanuatu Chamber of Commerce has established a new department specifically to focus on dialogue and advocacy and this appears to be making a difference in its ability to influence government.

Box 6. Vanuatu Chamber of Commerce & Industry

The Vanuatu Chamber of Commerce and Industry (VCCI) was established as statutory body under the Ministry of Trade in 1995. All registered business licence holders are automatic members. In 2009, there was huge dissatisfaction with the new Employment (Amendment) Act 2008 which resulted in a proposal to establish a dedicated employers' association which threatened VCCI. Following an assessment by an ACT/EMP field specialist in 2010, VCCI adopted a recommendation to create the Vanuatu Employers' Organisation within VCCI and to start engaging in advocacy. In 2011, with support from ILO, Vanuatu established the Tripartite Labour Advisory Committee and appointed three VEO three board members to the Committee. This has been contributing to drafting the new Vanuatu Employment Relations Bill.

Since 2012, there has been a greater focus on advocacy, supported by ILO. VCCI established the Employers' Services Unit to focus on advocacy and has developed policy positions on current and proposed severance requirements and on leave entitlement including maternity leave. VCCI has also worked for improvements to the Employment Relations Bill. However, informal advocacy by Council members and the General Manager over the last three years, has addressed issues of banking competition, building standards and the provision of longer term low-interest credit.

Figure 2: Outcomes of Vanuatu Chamber's activities



Source: Tang, ILO

Stakeholders say that VCCI has increased its focus on advocacy though there seems to be a desire to become more active still. Other issues raised by stakeholders include accessing export markets, export-focused industrial and agricultural production policies, free trade agreements, tax revenues, land reform, construction and property regulation, banking and credit services, employment law reform, education outputs, minimum wage level, trades apprenticeships, health and safety regulation and others.

Source: ILO

It may be perceived as a small intervention, but ILO's support to EOs to introduce CRM has proved beneficial. Other BMOs could benefit from this work as well if ILO was able to share what it has done.

Box 7. CRM for EOs

ILO has supported some 40 EOs in Africa, Latin America and Asia to install CRM software to facilitate better administration of member relations, improved subscription collection, improved communication with members and increased monitoring of membership interaction. The software is based on off-the-shelf software (Sugar CRM) adapted to the needs of EOs and then, if necessary, further adapted for each implementing association. ILO supports the creation of two master users in each association, who can then undertake the necessary adaptation, and training for all staff. EOs asked about this, such as ZFE, have been extremely positive about the benefits of improved communications with members and higher rates of subscription payment.

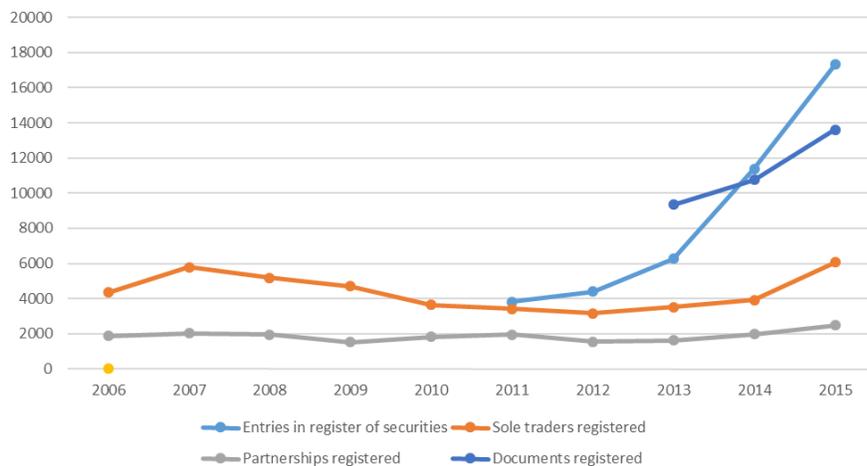
ACT/EMP worked closely with ENTERPRISE to support Consejo Hondureño de la Empresa Privada. This progressed through undertaking a country assessment, preparing an action plan, identifying a priority and persuading the government to adopt the proposal – resulting in growth in the number of new businesses.

Box 8. Honduras: COHEP

The programme in Honduras seems to have been particularly successful. The country assessment was undertaken in 2012 by ILO ENTERPRISES together with local economists and covered registered and unregistered businesses. The results fed into a comprehensive report on the business environment. This was followed by a further report in 2013 which synthesised secondary data together with the original research and collected further views through focus group discussions. COHEP used that report to prepare a detailed action plan, published in 2013. ODI assessed COHEP for a case study and concluded that COHEP has become more effective in policy engagement and that the capacity building effort by the ILO has made an enormous contribution. Some points are worth noting.

- ENTERPRISE contributed c. \$120,000 of its budget to support COHEP. Around \$30,000 was used to enable COHEP to employ an advocacy manager, Gabriel Molina, for a year.
- The action plan includes a good summary of results chain and logic through outputs and outcomes all the way to impacts expected at firm level and at the economy level.
- COHEP has been successful in influencing the discussions related to the minimum wage.
- COHEP has, within its website, a micro-site that focuses specifically on the enabling environment for sustainable enterprises including a scorecard, this keeping the issue at the front of people’s minds (see: www.cohep.org/micrositio/index.php?language=en)
- The research and action plan noted that new business registrations had been falling for several years and believed that one reason was the requirement to use a notary, whether to start as a company or as a sole trader. Notaries charged fees as a percentage of the capital introduced, resulting in some 68 per cent of the start-up cost going in fees to notaries. COHEP decided to lobby on this issue and one of the actions of the new government, in 2014, was to agree to abolish the requirement. COHEP estimates that this change will help around 50,000 new entrepreneurs and generate around 150,000 jobs. This has already resulted in renewed growth in start-ups.

Figure 3: Business registration in Honduras



Sources: COHEP (2013) Assessment of the business environment in Honduras; CCIT (2015); ILO (undated)

- The Business Council of Nicaragua, impressed by COHEP’s actions, has now taken a similar approach and, in mid-January, met with the President and Economic Cabinet to discuss their country assessment. It has also allowed COHEP to position itself as a leading EO in central America.

Source: Interviews with ILO ENTERPRISES, ODI (2015b), CCIT (2015), ILO (undated)

APINDO has become more influential over the last two years; it has also been supporting employers to create apprenticeships thus filling skills gaps and creating more employment.

Box 9. Indonesia: APINDO

The Employers' Association of Indonesia (APINDO) was established in 1952 and recognised in 1975 by decree of the Minister of Manpower and mandated by the Chamber of Commerce and Industry to represent employers on issues related to industrial relations and manpower affairs. However, it has taken on a wider role in influencing policy related to economic development.

APINDO has now developed a five-year road map which achieved positive media coverage and was presented to the President in Oct 2014. The chairman of APINDO has now been appointed as a special adviser to the Deputy President and APINDO has written a number of policy position papers. They perceive that they have been successful in influencing policy.

APINDO has taken the initiative in promoting apprenticeships. With the support of ILO, it published an assessment on Apprenticeship and the Employers' Guide on Apprenticeship. It launched the Indonesia National Apprenticeship Network (INAN) in May 2015. Together, these have further raised APINDO's profile. It is anticipated that the apprenticeship system will lead to more, and more rewarding, jobs. APINDO has also introduced a new service to members providing relevant information and guidance on setting up apprenticeship schemes in accordance with the regulations.

Source: ILO

Box 10. Botswana: Business Botswana

ILO provided capacity building which supported BB to become more effective at the High Level Consultative Council which the President chairs. As a result, the Government:

- is working to create an electronic single window to expedite the movement of goods across borders
- has approved a new land policy encompassing mixed land use
- has adopted a new policy for micro-enterprises
- has committed to privatise the Botswana Telecommunications Corporation Ltd

BB has developed a business agenda and is currently researching possible reforms to business levies and taxes and assessing public sector service delivery. Position papers on both have been developed and BB is engaging with government. They are very positive about the support that they have received.

Source: ILO

Box 11. Malawi: ECAM

Malawi is currently implementing the Decent Work Country Program which is aligned with the Malawi Growth and Development Strategy (MGDS) II and the UNDAF and provides an analytical framework intended to support the Government's own efforts to stimulate employment creation.

An EESE assessment informed the development of the ECAM Business Agenda. "As a result of the assessment... ECAM has gained visibility and status as employers' body [with social partners, range of Ministries and the World Bank]"; "ECAM is now at the forefront in all the labour and employment issues in Malawi [and] chairs the National Export Strategy Technical Working Group on Access to Skills ..."; "[after the capacity building] ECAM is able to advocate on policy areas based on objective evidence through research". ACT/EMP provided technical and financial support for ECAM to lead the business community to develop a policy position on establishing a 'National Internship Scheme' to improve the availability of skilled labour and ultimately improve competitiveness. ECAM has undertaken the necessary research and now prepared its policy position paper.

Source: ILO

5.3 Assessing competence

Given that ILO's key objective is to improve capacity, the last evaluation (Söderbäck & Westermarck 2014) proposed that ACT/EMP utilise a diagnostic assessment like the one that they had discovered in use in Nigeria. That assessment tool was developed by the current evaluator and a colleague. It could easily be made available to ILO. Its real benefit, however, is in supporting the staff of advocacy funds who do not themselves have a great deal of experience of advocacy. It provides some pointers for areas where the BMO needs to develop and enables a conversation about organisational development to take place. It also allows such funds to demonstrate the progress being made by supported BMOs. Our experience is that most employers' organisations already score well on the assessment and it is unlikely that the diagnostic assessment will lead to insight beyond any assessment undertaken by the field specialist. It does appear from a large number of assessments undertaken in Kenya, Tanzania, Ghana and Mozambique, however, that the key to improved results is better and more sustained relationships with public sector officials. This may be the area where ILO should focus its efforts.

5.4 Key evaluation questions

This section addresses the first 17 evaluation questions. Lessons and recommendations are addressed in the sections that follow.

5.4.1 Relevance

Q1. What was the relevance of the CPOs and GPs funded by NP and SP to the Outcome 9 Strategy in the ILO Programme and Budget and outcome based work plan?

The programme of support was highly relevant in terms of improving the capacity of EOs and supporting them to engage more effectively in dialogue and advocacy. Support delivered through the country programmes was carefully targeted to improve the likelihood of success. The Global Programmes supported this, through the provision of tools (vide, EESE) and awareness raising (vide, Gaining Momentum and greening economies).

Interventions have supported EOs to be independent and representative though inevitably in developing countries EOs tend to be rather weak. There is evidence however that many EOs are stronger than they would have been without any intervention: EOs are delivering more by way of service and attracting more members.

There is a danger with a programme like this that the support for every EO is the same. In fact, every intervention is based on an analysis of the needs of the EO and it also appears that interventions are designed both to contribute to the country requirement.

One of the recommendations from the previous evaluation appeared to argue that ILO should focus more on increasing membership and strengthening services in order for EOs to become more sustainable alongside efforts to strengthen capacity for advocacy. This implies that increasing members is the priority. I would argue that the focus should, as now, be on supporting EOs to become more effective in dialogue and advocacy as well as strengthening services. Provided members can see the EO making a difference and influencing policy, then it is likely that companies will continue to join and remain as members. Recruiting members without there being a clear benefit is likely to result in members leaving again the following year.

One of ACT/EMP's three objectives is to support EOs to strengthen their services. This begs a question about why EOs offer services: is it to generate income, to help to pay for 'public' goods such as advocacy and influence, or is delivering services a core objective for EOs? The reality is that EOs offer services for all those reasons. However, it is worth bearing in mind that there is not much profit to be made in services (if there was, others would be offering the service already). But offering services may encourage businesses

to join and pay their subscription, can contribute to overheads and can allow EOs to employ more staff than might otherwise be the case, giving the EO a wider pool of expertise on which to draw for projects. In relation to advocacy, businesses can 'free-ride', that is, they receive the benefit irrespective of whether they join the EO. Some businesses will take an altruistic approach, but others will need to be enticed with at least some selective benefits. If EOs go too far and come to perceive that they exist primarily to offer services, they become more of a business and lose sight of their role in dialogue and advocacy. It is important therefore to keep the balance right – and this may require some careful thought when preparing strategies and financial strategies as well as good advice from the field specialists. The impression gained from the missions is that the balance is about right at the moment.

Q2. How well did the GPs and CPOs link and/or contribute to other ILO Outcomes and DWCPs?

There are strong linkages with other ILO outcomes. Many of the projects were undertaken in partnership with other departments, who contributed expertise and occasionally additional resources. Country programmes are designed to be internally coherent, so the support for EOs complements other activities. In issues such as minimum wage, it appeared that ILO could be advising the EO, the Trades Unions and the Government. Comments suggested that ILO was balanced and consistent in its advice. Many people, especially in government, talked about the need for 'decent jobs'. All EOs were doing at least some work on gender. One EO was involved in both green economies and disability in the workplace. ACT/EMP works closely with ENTERPRISES, GED and ITC-Turin.

Q3. Were the ILO interventions consistent with employer organisations' needs and concerns?

EOs were extremely positive about the support from ILO and all asked for more support. Interventions, at least for EOs, are based on a country plan developed by the social partners and in many cases on an action plan resulting from discussion with the ILO field specialist and taking into account any EESE country assessment. The consequence is that interventions are consistent with perceived needs – and EOs have benefited from ILO advice in their assessment of the needs, so it is likely that the perceived needs match their real needs. There could be more encouragement for EOs to collaborate where there are overlapping interests. For example, all parties in Zambia wanted to do more on skills development but the parties gave the impression that there was scope for more collaboration. And it may be that different teams from ILO (ACT/EMP and ACTRAV say) could do more to encourage this.

5.4.2 Validity of intervention design

Q4. What factors were considered in selection of CPOs and GPs for SP and NP funding?

There was a general desire to prioritise least developed countries and then to support EOs that had already demonstrated some determination to make a difference. Seven of the 11 countries had been participants in the previous SP and NP programmes so there was a degree of continuity. These included Zambia and Cambodia though not Vietnam. There was continuity too in the global programmes.

Q5. Were the interventions chosen for the CPOs and GPs logically coherent and realistic?

The interventions for the country programme mostly revolved around capacity building or strengthening services. In some cases additional resources were provided to cover the costs of research, preparing policy positions and in two cases contributing to the costs of the EO employing a policy manager (though one of those, in COHEP, was funded by ENTERPRISES). Whilst the log frames may not always appear to be coherent or provide sufficient information to be able to assess the degree of improvement, the projects undertaken with EOs have been excellent. In many cases, the capacity building is offered alongside another activity such as research or advocacy and learning on the job is the most effective way to learn about dialogue and advocacy. Limited resources from ILO have ensured that EOs focus on a small number of priorities. A large number of the EOs supported have clearly succeeded. Whilst they may not always have been

influential, there is evidence that they have been able to prepare excellent evidence and persuasive arguments, and indeed in many cases have been influential, perhaps more than they realise (vide ZFE re casualisation and CAMFEBA re minimum wage).

Q6. How useful and appropriate have the PB indicators been in assessing progress towards Outcome 9? Are the means of verification for the indicators appropriate?

The PB indicators are appropriate in assessing progress. However, though they are described as indicators, arguably they are the outputs. Each of the indicators is constrained by measurement criteria, though these could be regarded as means of verification. The measurement criteria are sometimes 'and' and sometimes 'or' which seems to be confusing in the translation into individual log frames. Furthermore, there is some confusion with the outputs, outcomes and indicators as noted in section 4.5, and in any event they are more an indicator of input than of outcome. In the programme documents, outcome, indicator and measurement criteria described in the PB are conflated; additional indicators are then provided. The project log frames are not consistent across projects. There is a focus on activity and measuring activity rather than on behaviour change and measuring behaviour change. Assumptions tend to focus on existential requirements rather than assumptions in the logic, which could then be tested through monitoring and evaluation. If these were made explicit, and tested occasionally, then the indicators used could be shown to be good proxies for the intended change in behaviour and subsequent impacts. Without such testing of assumptions, it would be better to rethink the indicators.

5.4.3 Effectiveness

Q7. To what extent have the CPOs and GPs been achieved or are likely to be achieved?

In so far as the countries included in the SP and NP are a subset of the countries supported in outcome 9, then the targets have all been achieved. The objectives for the GPs appear to have been delivered. The interventions all suggest the need for follow-up support. Given the long lead time with advocacy projects, there may be merit in considering whether some project interventions should be designed to stretch across two biennia.

Q8. To what extent did NP and SP funding help in achieving Outcome 9 CPO targets? How many targets were achieved with NP and SP funding as a proportion of all Outcome 9 targets achieved in 2014-15?

The funding from NP and SP was essential in achieving the CPO targets. For indicator 9.1, NP & SP funding contributed to achieving targets in four out of 13 altogether (31%); for indicator 9.2, NP & SP funding contributed to achieving targets in 7 out of 41 altogether (17%) though they also contributed to 28% of the target. On the basis that this is the total number of countries, and the SP and NP funding was available for 11, then the most that could have been achieved was 26% so this is very good. For indicator 9.3, the SP and NP funding contributed to achieving target in 10 out of 34 altogether (29%), though they also contributed to 50% of the target.

Q9. To what extent was gender equality mainstreamed in the programme interventions?

It seems that ACT/EMP has been successful at mainstreaming gender. It has been difficult to assess whether the GP has delivered on its formal objectives because the EOs was only one small part of the target audience and there was no opportunity to evaluate this programme more widely. The EOs were all asked about the difference made by Gaining Momentum however. Most EOs are thinking about gender, are undertaking specific gender focused projects, are collaborating with women's associations, or are building a gender perspective into their research and policy positions. The overall conclusion that gender equality mainstreaming has been achieved.

5.4.4 Efficiency of resource use

Q10. Were CPO and GP outputs produced and delivered as per the work plans/ milestones?

ACT/EMP progress reports and the implementation report show that activities and outputs were delivered in accordance with the targets and milestones.

Q11. What was the quality and timeliness of delivery of allocated resources?

Based on the outcomes achieved by the EOs, it would appear that the quality of support provided by ILO was very good. As noted above, EOs were very positive about the support that they received. There was some complaint that the procedures to draw down money to support agreed projects were so slow that it caused problems for the organisation, but this was the only complaint.

Q12. Was there a logical and optimal use of resources?

The budget from SIDA was \$257,000 and there was just \$12,000 uncommitted by the end of December 2015. The two budgets from Norway were \$727,000 (for Geneva) and \$1.447m (for Asia). There was \$90,000 uncommitted from the first budget and \$43,000 uncommitted from the second. Norway has agreed an extension to the end of March. It is anticipated that all of the Asia budget will have been spent and all of the Geneva balance as well.

As a principle, ACT/EMP aims not to give funds directly to EOs. ILO is understandably keen that, as far as possible, support should be technical and not financial, not least because giving grants can lead to dependence and make it harder for the EO to become sustainable.

However, there are occasions when this is the most sensible way to provide support, for example to assist an EO to undertake research or some other activity, which is additional to the day to day work of the EO, and thus does not affect the EO's sustainability. This can have positive effects – in demonstrating the benefit of a particular way of working for example – which may lead to increased membership. There is some evidence of this happening. In two cases, there was agreement to contribute to the costs of employing a policy manager. In both cases, the position had not previously existed, so this was not a case of taking over the funding of a position, but demonstrating the considerable benefit of being able to employ such a person. And in both cases, the EO is keen to continue. Furthermore, in both cases, the person has been able to make a considerable difference to the effectiveness of the organisation.

As a further principle, ILO aims not to engage in capital expenditure, though occasionally finds that it has to buy laptops or office furniture. All budgets over \$70,000 are subject to audit by ACT/EMP; below that figure, ACT/EMP reviews projects at random and at the request of the country manager if a problem is perceived. EOs are also periodically given training in financial control. Whilst ACT/EMP undertakes audits, it does not assess the quality of projects, or value for money, or impact. It is, however, concerned about reputational risk.

There are two ways in which VfM could be assessed: the first is the cost of the programme compared to the economic impact delivered through policy or regulatory reform; the second is the cost of programme administration compared to the support delivered to EOs. ACT/EMP does not assess impact so we can only compare funds given for the direct support of EOs and management costs. However, whilst ACT/EMP has provided the budgets for the NP and SP supported work, it has not disclosed the management costs associated with those programmes. To be fair, this would be a challenge as staff manage many projects and funds from many sources. Comparative data from advocacy support funds can be provided on request. As far as possible, ILO uses local consultants to provide support, so it is conscious of the need to achieve value for money. It does not appear that the ILO support offers worse value for money. The evaluation suggests that some of the impacts could be high.

ACT/EMP has been successful in using its limited resources from NP and SP to lever in additional funds from other departments with ILO (vide working with GED on the Women in Business & Management report, working with ITC Turin and ILO Green Jobs on the Greening Economies report and follow up and with ENTERPRISES on the support for COHEP in Honduras as well as more generally on the EESE toolkit). It is also clear that EOs have been able to use either the funding or the improvement in capacity to attract further funding from other sources.

Additionality also appears to be high. In other words, it is unlikely that the EOs would have secured support or funding from other sources to undertake the work supported by ILO, so without ILO funding the EOs would have been much less successful.

One way to achieve more with a limited budget would be through more collaboration. There is considerable collaboration across departments of ILO, but there is little evidence of collaboration with other supporters of dialogue and advocacy, even though ILO chairs the advocacy support working group of the Donor Committee on Enterprise Development. There are advocacy support funds in Ghana, Nigeria, Kenya, Tanzania, Zimbabwe, Mozambique, Zambia and Nepal (all funded by DFID or DANIDA). DFID has recently launched a new programme, Business Environment for Economic Development and, within that, a Business Environment Reform Facility to support DFID country offices in at least 10 countries. Other donors, notably USAID, often include an enabling environment component in other programmes. They are often reluctant to collaborate as well, but all are likely to suffer reduced budgets as aid programmes are squeezed, so there could be merit in ILO reaching out to explore the scope to work more closely with some of these and leverage their resources.

Q13. Was the SP budget used 100% (delivery)?

The SP budget will be used in its entirety.

Q14. Was the NP budget used 100% (delivery)?

It is anticipated that the NP budget will be used in its entirety

5.4.5 Impact

Q15. How will achievement of the CPOs and GP production contribute towards making a significant input to broader, long-term, sustainable development changes?

The focus of ILO's work is largely capacity building to enable EOs to engage more effectively in dialogue and advocacy or in the strengthening of services. It does not systematically seek to monitor outcomes or impacts. However, the evidence from the implementation report, from the survey and especially from the visits to three EOs is that EOs are changing their behaviour and influencing public policy, albeit not all of the time, and are having an impact. In some cases, there is evidence that this is ensuring the continuing competitiveness of specific sectors (such as CAMFEBA in Cambodia) or is encouraging more people to start in business (such as COHEP in Honduras) or is ensuring that business is not hamstrung by additional and potentially costly impositions (such as ZFE in Zambia). Whether these changes subsequently lead to sustainable development change is beyond the scope of this evaluation. On the basis that creating or sustaining jobs is developmental however then there is evidence that the work is making a difference. There is a challenge, however, for the EOs, particularly when it comes to arguing on topics such as minimum wage, in that there is a temptation to see the issue as a zero sum game: for one side to 'win', the other side has to 'lose'. Reframing some of the discussions, for example linking improvement in productivity (perhaps allied with appropriate skills development) to increases in (minimum) wages might encourage more collaborative thinking. In time, this could then make a significant development impact.

Q16. To what extent was the gender dimension integrated/ mainstreamed into policy proposals resulting from the programmes?

The impression gained, from talking to the EOs, is that gender is increasingly well integrated into the work of the EOs. Vietnam Chamber of Commerce for example set up a Women Entrepreneurs' Council in 2001. Other EOs have done so much more recently. Fiji Commerce and Employers' Federation (FCEF) has now established a Women Entrepreneurs' and Business Council (WEBC) and, with ILO support, developed its first strategic plan 2016-2018 and its first policy framework. CAMFEBA has also established a women's council.

All are emphasising the importance of a gender perspective when they are undertaking research and developing policy positions.

5.4.6 Sustainability**Q17. To what extent did the CPOs produce (or are on the way to producing) durable approaches that can be maintained, or even scaled up and replicated, within the local development context, or in the case of a GP – sustainable as a global approach or policy?**

The approaches being adopted by EOs are sustainable, provided that the EOs themselves are sustainable. The big challenge for BMOs in developing countries is resources and most struggle, though EOs tend to be better than most because they are representing larger businesses who themselves are more able to afford to pay subscriptions and who are more likely to recognise the importance of being a member of an EO. In some cases, this is essential to secure an advantage (such as export permits in Cambodia); in others, it is a recognition that if no-one joins and pays then nothing happens. So EOs have to stay relevant through engaging in advocacy but also through demonstrating to their constituency that they are engaging effectively – as ZFE attempted to do when in 2012 it went to court over the minimum wage.

There could be merit in utilising good policy officers from effective BMOs as mentors to support other BMOs. There is high degree of collaboration through regional fora and there is some evidence that EOs are supporting one another already. This could potentially be encouraged, perhaps with mentors to support the mentors.

The global programmes, with the exception of EESE, have been more of the nature of one off, or a series of one off, interventions. EESE could take on a longer life through collaboration with others. Gender, greening economies and disability in the workplace are all valuable programmes, but similar programmes are being pursued by others as well, so the work will continue. If resource is a challenge, then perhaps ACT/EMP could collaborate more closely with those other players so that they take the lead but so that the ILO ensures that they include ILO's distinctive slant towards decent jobs.

6. Conclusions

The ILO supports all the social partners and aims to be impartial with all of them (for example, through stressing the need to use agreed socio-economic indicators during negotiations). It is a normative organisation whose objective is to develop international law, approved by treaty, and then to aim to bring the social partners into agreement. It also stresses its tripartite nature, treating all stakeholders equally, and indeed this is reflected in its structure. This is appreciated by the social partners who recognise that ILO's role is to help them all become better at what they do, on the basis that balance and equity are valued by all the stakeholders.

The work supported by the Governments of Norway and Sweden has been very successful. ACT/EMP has supported EOs to develop strategic plans, to strengthen services and to enhance their capacity, so has delivered on all three PB indicators. As a result of their enhanced capacity, EOs are seen to be generating excellent research (in some cases, better than that of their government) and persuasive policy positions. Given the contested nature of EO's interactions, however, it is perhaps not surprising that government often base decisions on politics rather than economics. EOs could perhaps address this by seeking to be balanced and equitable. They may be able, with some issues, to address it by careful framing of the issue. EOs are beginning to move beyond purely social and labour issues and this is welcome as EOs are, despite their weaknesses, often better resourced than many other BMOs and thus they are well positioned to take a leadership role. There is evidence that EOs are beginning to be seen by governments as valuable partners. They are being consulted on issues other than simply social and labour issues. EOs may exist primarily to represent their members' views but they also have a responsibility to promote good practice back to their members, for example in relation to gender equality and greening economies. Indeed, this will contribute to the EOs' credibility when they are advocating reform to government.

6.1 Relevance

The work of the EOs is highly relevant – with all involved in discussions about labour and social issues – and in many cases becoming involved in a wider business agenda. Many are actively forming coalitions, either on an issue by issue basis, or to provide a platform for broader based advocacy such as in Zambia with the Private Sector Alliance.

The global programmes are also highly relevant not only in terms of raising awareness generally but also in providing background material to EOs that could be helpful in their own work. The global programmes provide encouragement for EOs to advocate good practice to their own members and thus, potentially, increase their credibility with government.

6.2 Effectiveness

It seems that most, possibly all, of the EOs supported through this programme have been effective, at least some of the time. Clearly, given the nature of their activity and the need to persuade government and other stakeholders, one would not expect them to be effective all the time. But there is evidence that most have been able to influence public policy. This ranges from arguing for a minimum wage that is affordable to persuading government to change the regulations to make it easier for people to start in business.

Gaining Momentum has lived up to its name in terms of generating awareness about gender discrimination and encouraging more EOs themselves to want to make a difference.

6.3 Efficiency

Efficiency is perhaps the hardest criterion to assess. Much of the support is the provision of one to one advice from ILO field specialists, though occasionally from consultants brought in by ILO. Where possible, EOs participate in training programmes, but experience from elsewhere suggests that even after training,

participants benefit from one to one advice and mentoring for their particular needs. There is also evidence that training closely geared to a particular need is likely to be more effective. There may be scope to improve efficiency by collaborating more closely with the providers of other support and advice, but that carries with it a danger than the ILO message is diluted. Rather than striving for efficiency, it would make more sense to strive for value for money.

6.4 Impact

It appears that impact is high. The ILO does not systematically monitor impact and there may be merit in attempting to undertake at least some measurement of impact, recognising that attribution will always be an issue. There is however evidence that impact can be high: look for example at COHEP's achievements in Honduras removing the requirement to use a notary for business registration. There is evidence from other EOs, including CAMFEBA and ZFE, that they have delivered impact. There is a further impact however in that EOs that achieve success even with small and apparently insignificant policy reforms then go on to become more ambitious.

6.5 Sustainability

The Vietnam Chamber of Commerce & Industry is sustainable, though only because it receives a high level of support from government. Every other EO is struggling for resource. Subscriptions do not provide all the resource that is required. Even those who manage a high percentage of income from subscriptions could do more if they had more resources. And all are vulnerable to companies ceasing to be members, either because they no longer see the relevance of the EO or because they have ceased to trade. However, most seem to manage to keep going despite these challenges. This is why the ILO is keen to support EOs to introduce or strengthen services to members (and others) as a way either of encouraging members to pay their subscriptions (in order to access the service) or to generate additional income.

It is encouraging therefore to see that 77 per cent of EOs visited or surveyed have introduced new or strengthened existing services. It is also encouraging that 67 per cent have increased their level of membership and that 67 per cent have been able to increase the budget devoted to dialogue and advocacy. It is important that a key component of any EO's strategy plan is a financial strategy and that such a strategy is built on a mix of revenue sources.

It is also worth considering whether projects such as Gaining Momentum or Greening Economies can be sustainable. They will be sustainable if EOs and others pick up the key themes and continue to promote them after ACT/EMP has ceased funding the projects. There is good evidence that the work on gender will continue through the efforts of EOs. It is too early to reach a conclusion on greening economies but the signs are positive.

6.6 Cross cutting issues

The key cross cutting issue is gender and all EOs were aware of the need to be doing more. Some were already running programmes to promote the importance of gender to their own members. All said that they took into account the gender perspective when they commissioned research or prepared policy positions, though it was not always apparent whether this was really the case. Perhaps more could be done to assist EOs to understand that a gender perspective is more than simply disaggregating a few statistics.

7. Lessons & good practice

This section addresses Q18 of the ToR and attempts to draw out some of the lessons.

Lesson 1: EOs need support all the way through an advocacy project whilst they are developing their competence. ACT/EMP has identified that support for EOs is not necessarily immediately reflected in greater influence or even in more dialogue: it takes time for governments and BMOs to become confident in talking with each other and even when the parties are confident, often the complexities of an issue mean that it can take years for a policy reform to work through the policy system. This is not always well captured due to the biennial nature of ILO programming.

Good practice 1: It is increasingly clear that EOs (and indeed BMOs in general) cannot simply rely on connections and networks to influence government, at least if they want their reforms to last: rather they need to undertake (or commission) excellent and objective research and need to be able to prepare persuasive policy position papers. They can then use both the research evidence and the argumentation when they advocate reform.

Good practice 2: ILO has developed a fantastic resource in EESE. Whilst there are other sources of factsheets and support available, none look as professional as the ILO offering. Whilst one or two of the resources may be specifically targeted at EOs, most would be wholly relevant for any BMO, and so could potentially support all the advocacy support funds. There is also scope to enhance the resource, for example, with links to materials prepared by others and exemplars of policy position statements.

Lesson 2: It is not always clear that action plans adopted by EOs follow on logically from country assessments. EOs however do need advocacy action plans and they need a small number of priorities. ACT/EMP could support EOs more effectively to identify a short list of priorities. It seems as though the priorities reflect the shared priorities of the social partners and the specific priorities of the EO. It is still worth undertaking a country assessment, to provide a detailed situational analysis, but it may be more sensible to focus primarily on synthesising secondary data. The EO can then identify priority issues and the limited resource available for research can then be used to explore those issues in more detail and provide enough evidence on which to build a policy position.

Good practice 3: Whilst there is a desire to work with organisations which are sustainable, there are also good arguments on occasion for supporting EOs more directly, especially with the costs of employing a policy officer. The support for COHEP and CAMFEBA has demonstrated that this can make a significant difference.

8. Recommendations

This section addresses Q19 of the ToR and offers some recommendations.

Recommendation 1: ACT/EMP should articulate its overall theory of change for its programme of support for employers' organisations to become more effective advocates, perhaps along the lines of the graphic in Figure 1. This would then serve as a reminder both of the point at which ACT/EMP is intervening but importantly show the intended ultimate outcomes from the interventions. It would help, too, in ensuring that individual project log frames were consistent with the overall purpose. It would also help in making explicit the assumptions in the logic. Outcomes and targets for individual projects should then clearly relate back to the theory of change.

Recommendation 2: Intervention log frames should have baselines that enable some measurement of progress towards the log frame indicators rather than simply providing a situational analysis and should

have milestones that indicate progress towards the indicators rather than being a timetable for activities. Ideally indicators should describe a change in behaviour.

Recommendation 3: ACT/EMP could do more to assess the outcomes and impact from interventions with EOs. The case study of COHEP undertaken by the ODI, whilst not strictly an evaluation, nevertheless describes the outcomes. Assessment could take three forms: (a) ex post impact assessments of particular interventions in an effort to estimate the economic impact from a policy reform, though attribution will always be problematic; (b) a case studies of individual interventions, which ideally record the intervention – and the EO’s resultant actions and progress – from start to finish as it happens; and (c) case studies of individual employers’ organisations over a period, to demonstrate how their competence has improved. These would not only provide evidence that ILO’s support makes a difference but also provide a range of good news stories which could be used, inter alia, to promote good practice to other EOs and indeed more widely to BMOs.

Recommendation 4: For global activities, particularly where they are intended to contribute to the work of EOs, it would be sensible periodically to ask the EOs about the difference that they have made. This can be done quite easily through e-mail or through a dedicated survey too such as Survey Monkey.

Recommendation 5: ACT/EMP already offers considerable support to EOs and they appreciate that. Many of their descriptions of issues and solutions suggest that they would benefit from more support both to help them frame their issues more clearly and precisely, based on causes and not on symptoms. This is something with which ILO could help and may then be able to offer further help in the preparation of compelling policy positions.

Recommendation 6: The reports on Women in Business & Management and Greening Economies are good resources that could potentially be made available more widely. In both cases, the message is just as relevant for BMOs that are not EOs and for businesses that are not members of EOs. ILO will want to continue to focus its attention on supporting EOs but EOs could use these initiatives as an opportunity to promote collaboration with a range of other stakeholders. This may then have further benefits in identifying BMOs who may be willing to collaborate with the EO on other issues as well.

Recommendation 7: ACT/EMP seeks additional funding to support EOs who have not previously employed a policy or advocacy officer to employ such a person for a limited period, perhaps on a shared basis, to demonstrate the impact that can be achieved through a dedicated resource.

Recommendation 8: Collaborate with others, including donors such as DFID and DANIDA, advocacy support funds and foundations that support advocacy, to develop a single resource that could be made available to all those supporting BMOs to become more effective advocates. It is worth noting that DFID, World Bank, IFC and OECD already collaborate through www.publicprivatedialogue.org. And ILO chairs the PPD section of DCED.

Appendix 1 Terms of reference

Introduction and Rationale

In line with ILO Evaluation Policy and at the request of donors, evaluations of ILO's Outcome- based funding modality in 2014-15 focussing on those ILO Outcomes which received extra-budgetary funding from the Swedish and Norwegian donors are being undertaken. Under the current partnership agreements with Norway and Sweden, funding is not project, but outcome-based (Outcome-Based funding- OBF) and aligned with the Strategic Policy Framework (SPF) 2010-15 and the Programme and Budget for 2014-15. Outcome 9 in the ILO Programme and Budget focussing on "Employers have strong, independent and representative organizations" is one of the outcomes which received funding support from both the Norwegian and Swedish donors in the 2014-15 biennium.

The combined contributions of Swedish and Norwegian funds to Outcome 9 amount to US\$2'420,829² in 2014-15. Given the combined size of these funds, an external and independent evaluation of the contributions provided by Sweden (SP) and Norway (NP) to Outcome 9 will be conducted. The focus of the evaluation will be on the Country Program Outcomes (CPOs) achieved and Global Products produced or further refined under three separate programmes that have been delivered through the ILO's Bureau for Employers' Activities (ACT/EMP):

- **GLO/14/73/SID. "Strengthening Employers' Organizations for effective and impactful engagement in inclusive social and labour policy and service development."**
- **GLO/14/59/NOR. "Strengthening Employers' Organizations for effective and impactful engagement in inclusive social and labour policy and service development."**
- **RAS/14/58/NOR. "Strengthening Employers' Organizations for effective and impactful engagement in inclusive social and labour policy and service development"³.**

The evaluation will highlight for the donors the value of the funding and how it furthered the ILO agenda and promoted internal learning and accountability. An additional aim is to feed the learning from the evaluation into a longer-term goal of establishing monitoring and evaluation procedures under Outcome-based funding.

Background and Context

Employers' organizations represent a key asset in any society: its enterprises. Successful enterprises are at the heart of any strategy to create employment and improve living standards. Employers' organizations help to create the conditions for enterprise success by influencing the environment in which they do business and by providing services that improve their individual performance. As one of the three constituents of the ILO, employers' organizations have a special relationship with the Organization. ACT/EMP is responsible for the nurturing and development of that relationship.

Outcome 9 of the ILO's Programme and Budget seeks to enhance the capacity of employers' organizations to deliver value through targeted activities and services that their member enterprises cannot provide on their own. The strength of such organizations lies in their representative nature and their ability to function as networks. When effective, they influence the development of an enabling environment of policies, institutions, relationships and behaviours that foster private sector development, thereby producing the jobs and incomes needed to raise living standards.

ACT/EMP received funding from both the Swedish donor (SP) and the Norwegian donor (NP) to support the implementation of the Outcome 9 goals and strategy. Operationally, the funding was used to support Country

² This amount is composed by three sources:

- US\$257,706 from SIDA under **GLO/14/73/SID**
- US\$2,163,123 from Norway under **GLO/14/59/NOR**

³ RAS/14/58/NOR is a program under GLO/14/59/NOR which focused only on ASEAN region with a budget of US\$1,447,818.-

Programme Outcomes (CPOs) identified in the Decent Work Country Programmes⁴ of 11 countries selected in which the ILO works and to support the development or further refinement of Outcome 9 Global Products (GPs). The main means of supporting the GPs and the CPOs were three programmes, **GLO/14/73/SID** (Swedish funding), **GLO/14/59/NOR** and **RAS/14/58/NOR** (both Norwegian funding). Descriptions of the three programmes can be found below.

GLO/14/73/SID: “Enhancing policy capacity of Employers organizations to promote enabling environment for sustainable enterprise and job-rich growth” (SP)

The program aimed to enhance the capacity of employers’ organizations to engage in policy development with government and other stakeholders to promote enabling environment for sustainable enterprises. It builds on the results achieved in the previous biennia (2012-2013) and supports the further refinement of the Global Product (EES Toolkit) and the application of its tools in 6 countries. At the country level, the program aimed to implement the selected priorities identified in the Business Agendas developed in the previous phases with a particular focus on advocacy capacity, impact management and mainstreaming gender considerations in the specific policy positions.

- Duration: This programme started on August 2014 and will conclude on December 2015.
- Location: Botswana, Honduras, Malawi, Swaziland, Vanuatu and Zambia
- Donor: Ministry of Foreign Affairs of Sweden
- Budget: US\$ US\$257,706.-
- Implementation phase: Final evaluation

GLO/14/59/NOR: “Global Component of Strengthening Employers’ Organizations for Effective and Impactful Engagement in Inclusive Social and Labour Policy and Service Development” (NP – Global)

Description of the history and current status of the intervention: This programme aimed to strengthen the institutional capacity of employers’ organizations in policy development and dialogue at national, regional and interregional levels and to assist employers’ organisations in the development of new and improved services to increase membership recruitment and retention. Mainstreaming gender in EO policy work and promoting **women in business and management** and women entrepreneurs are also key elements of the programme strategy.

Elements of the Global Products which were included under this program focused on gender mainstreaming and promoting women in business and management and greening economies, enterprises and jobs.

- Duration: This programme started on January 2014 and will conclude on December 2015.
- Location: Armenia, Bangladesh, Cambodia, Fiji, Georgia, India, Indonesia, Lao PDR, Malawi, Moldova, Montenegro, Nepal, Philippines, Viet Nam and Zambia.⁵
- Donor: Ministry of Foreign Affairs of Norway
- Budget: US\$ US\$715,305.-
- Implementation phase: Final evaluation

RAS/14/58/NOR “Strengthening Employers’ Organizations for effective and impactful engagement in inclusive social and labour policy and service development.” (NP – RAS)

Description of the history and current status of the intervention: This program derives from GLO/14/59/NOR (described above) but only focused only on ASEAN region countries. The program aimed to address critical labour and social challenges in the ASEAN region from a policy angle by engaging five employers’ organizations (EOs) as main actors to influence the environment in which their enterprise members operate nationally and regionally. This

⁴ Decent Work Country Programmes (DWCPs) are the main instrument for ILO cooperation with member States throughout the world.

⁵ The evaluation will only review work carried out in Cambodia, Indonesia, Lao PDR, Malawi, Philippines, Viet Nam and Zambia (which are also included in the two other programs under review)

effort is combined with implementation and development of related tools and services to better engage EO members for effective and impactful change.

The project aimed to contribute to addressing the prevalence of a large informal economy in this region by looking into critical issues such as skills, labour policies and non-discrimination at work at national level as well as regional level. EOs will in particular need to be in a stronger position to advise their members on the challenges and opportunities of the ASEAN Economic Community (AEC) 2015 and fast-pacing changes in the nature of jobs and modalities of work brought by technology advancement and transformations in the ASEAN region. Participating EOs undertook a rigorous process which enabled them to develop evidence-based policy strategies and positions on key issues and engage more effectively with their members and stakeholders

- Duration: This programme started in October 2014 and will end in December 2015.
- Geographical coverage: Cambodia, Indonesia, Lao PDR, Philippines and Viet Nam.
- Donor: Ministry of Foreign Affairs of Norway
- Budget: Initial allocation (2014-15): US\$ US\$1'447,818.
- Implementation phase: Final evaluation.

A list of the Country Programme Outcomes supported by each programme appears below. Countries in which both programmes had interventions are highlighted in red.

	Country	SP	NP Global	NP RAS	CPO
1.	Botswana				BWA 801
2.	Cambodia				KHM 130
3.	Honduras				HND 804
4.	Indonesia				IND 801
5.	Lao PDR				LAO 801
6.	Malawi				MLW 801
7.	Philippines				PHL 801
8.	Swaziland				SWZ 801
9.	Vanuatu				VUT 801
10.	Viet Nam				VTN 801
11.	Zambia				ZMB 801

Global Products under SP and NP

SP: The global product which was supported under the SP involved further refinements and improvements to the Enabling Environment for Sustainable Enterprise (ESEE) toolkit. The toolkit, which was developed under the first phase of Swedish funding to Outcome 9, helps business membership organizations identify constraints in the development of sustainable enterprises and formulates advocacy and proposals for reform for dialogue with government. Under the 2014-15 programme, refinements were made including strengthening the policy impacts assessment of the ESEE toolkit, and strengthening its gender dimension and consolidation of the ESEE on the webpage. Global deployment of the product was the main focus of this phase of the SP.

NP: Under the previous phase of this program, the following global products were developed:

(1) Gender mainstreaming and Promoting Women in Business and Management (WIBM)

In the previous phase ACT/EMP conducted research on WIBM and organized five regional workshops involving a network of employers' organizations across the globe. In this follow-up phase, a major global Conference was organized in April 2015 in collaboration with the International Finance Corporation (IFC), ,

and the Confederation of British Industry (CBI), where the research report was presented.. The Global Conference preceded a Regional Conference in Singapore held in July 2015 organized in collaboration with the Singapore National Employers Federation. As a result, employers' organizations:

- Strengthen their knowledge base in making the business case to advocate on gender equality and women in decision-making;
- Built their capacity to implement strategies and measures to advance women in management; and
- Strengthened capacity to provide strategic support and voice to businesswomen.

In addition to the Global Report on "Women in Business and Management: Gaining Momentum" (published in English, French and Spanish), Outputs included the production of advocacy materials based on the business case for promoting women in management and business and guidelines on human resource management strategies. Currently, good practices and strategies are being documented in order to broadly disseminate them.).

Also, an interregional experience-sharing conference was organized in collaboration with ITC-Turin (November 2014) to develop concrete guidance tools for EOs and Women Business Associations through in-depth sessions notably on lobbying and communications and services provision (e.g. training and mentoring schemes).

To mainstream gender in the policy work by employers' organizations the project also developed a short training module that can be embedded into the EESE⁶ training, including gender-segregated data collection and analysis, gender considerations in the development of policy proposals, their communication and monitoring; develop a general promotional material addressing the issues of importance of gender mainstreaming, gender implications of analysis and policy development. The initial deployment of the training module will be undertaken in the countries where EESE process is being implemented and currently in an advanced stage. These countries are Honduras, Cambodia, Malawi, Swaziland, Botswana, Zambia and Vanuatu. Any new EESE process will be accompanied by the training module that will be built in the main EESE training.

(2) Greening economies, enterprises and jobs

In the previous phase, a training package for employers' organizations on "Greening the Economies, Enterprises and Jobs: The Role of EO's in the promotion of environmentally sustainable economies and enterprises" was developed in collaboration with ITC Turin and the ILO Green Jobs Program. An inter-regional validation workshop was also conducted where employer representatives from 14 different countries provided their inputs and technical feedback.

A resource guide based (on the training package) will be developed and published in English in December 2015. The resource guide will be broadly disseminated to employers' organizations and three training workshops for employers – two regional and one global - were held in 2014.

The activities under this component phased out at the end of 2014. The aim was to create awareness on climate change issues and the role of employers in advocating for environmental sustainability. The training package and the resource guide as well as the network of employer resource persons on the issue

⁶ The Enabling Environment for Sustainable Enterprise (EESE) is a set of comprehensive analytical instruments designed to help EOs to assess the national business environment, develop and implement advocacy strategies and strengthen the institutional capacity of the organizations to support their policy work. In the process of designing, testing and deployment of the EESE Toolkit it emerged that the gender dimension of the tools needs to be strengthened so that the outcomes of the policy work are more gender sensitive. The Toolkit was revised to amplify potential gender implications of the data collection and analysis as well as the advocacy efforts. It also emerged that, even despite focussed attempts to assess and address specific constraints for women-entrepreneurs, EOs have limited capacity to include gender considerations in their policy work in a systematic manner. The Independent Evaluation of the Swedish Partnership, which funded the initial work, recommended to "look for opportunities to make successful gender initiative "fertilise" the various organizational structures as well as EO's advocacy processes like the national business agenda. Therefore, it is proposed to develop specific tools and capacity building interventions aimed at mainstreaming gender equality considerations in the core structures and processes of the organizations in an institutional and sustainable way.

are key outputs which can be taken forward directly by EOs themselves, or with the assistance of the ILO Green Jobs program and ACT/EMP based on need and availability of funding.

(3) “In Business” –SME toolkit

SMEs account for 95–99 per cent of firms in the member countries of the Association of Southeast Asian Nations (ASEAN) and are the main driver of economic growth in the region, contributing 30–53 per cent of gross domestic product (GDP) and employing more than half of the total workforce in the region. Despite this important economic contribution, SMEs have the highest rates of enterprise morbidity and mortality and are under-represented both in membership of business associations and access to business development services (BDS).

To help EOs and business representative organizations in ASEAN (and potentially wider than the ASEAN region) reach a critical constituency of SMEs, ACT/EMP together with ENTERPRISES⁷ developed “In Business” an innovative, low cost, peer learning programme. It provides effective tools for EOs to facilitate their business membership associations through a commercially sustainable demand-driven business model. The programme is based on the premise that it will help strengthen business resilience and the development of small growing enterprises, thereby, improving the quantity and quality of employment.

The first generation of In Business tools has now been successfully piloted⁸ (in the Philippines) and the pilot phase has established that the product line can serve as a low cost and sustainable intervention to grow small firms and create more and better jobs. The second generation of In Business tools is under development. University partners are helping to develop new learning modules to assist firms in managing crises and disasters, operating in conflict zones, understanding and capitalizing on the ASEAN economic integration process, and managing the interconnected issues of skills, mobility and migration.

Purpose, scope, and audience of the evaluation

The main purpose of the evaluation is to examine the CPOs achieved under Outcome 9 and GPs that were originally funded by the SP and NP and assess the contribution of SP and NP towards achieving Outcome 9. The progress and achievements obtained with the support of SP and NP to the respective CPOs in terms of relevance, effectiveness, efficiency and sustainability of the outputs and outcomes will be assessed.

The scope of the evaluation is the 11 countries in which the three programmes operated from August 2014 until December 2015 and the GPs. The audience of the evaluation will be ACT/EMP headquarters and field specialists, main employers’ organizations in the countries under review, programme managers, main national partners, ILO field office directors, technical support at headquarters, field and HQ technical specialists, responsible evaluation focal points, and the donors.

Evaluation Criteria and Questions

Each evaluation conducted by the ILO is expected to assess the key evaluation criteria defined by OECD/DAC that are directly in line with the international standards of good practices. These criteria are: relevance, effectiveness, efficiency, impact and sustainability. During the evaluation process, the following key questions should be addressed:

Relevance:

- What was the relevance of the CPO’s and GPs funded by NP and SP to the Outcome 9 Strategy in the ILO Programme and Budget and Outcome Based Workplan?
- How well did the GPs and CPO’s link and/or contribute to other ILO Outcomes and DWCPs?
- Were the ILO interventions consistent with employer organizations’ needs and concerns?

⁷ Funds were jointly contributed from RAS.14.58.NOR and ACI4

Validity of intervention design

- What factors were considered in selection of CPOs and GPs for SP and NP funding?
- Were the interventions chosen for the CPO's and GPs logically coherent and realistic?
- How useful and appropriate have the P&B indicators been in assessing progress towards Outcome 9? Are the means of verification for the indicators appropriate?

Effectiveness

- To what extent have the CPO's and GPs been achieved or are likely to be achieved?
- To what extent did the NP and SP funding help in achieving Outcome 9 CPO targets under the 3 Outcome 9 indicators? How many targets were achieved with NP and SP funding as a proportion of all Outcome 9 targets achieved in 2012-13?
- To what extent gender equality was mainstreamed in the programme interventions?

Efficiency of resource use

- Were CPO and GP outputs produced and delivered as per the workplans/milestones?
- What was the quality and timeliness of delivery of allocated resources?
- Was there a logical and optimal use of resources?
- Was the SP budget used 100% (delivery)?
- Is the NP on track to 100% delivery?

Impact

- How will achievement of the CPOs and GP production contribute towards making a significant input to broader, long-term, sustainable development changes?
- To what extent was the gender dimension integrated/mainstreamed into policy proposals resulting from the programmes?

Sustainability

- To what extent did the CPOs produce (or are on the way to producing) durable interventions that can be maintained, or even scaled up and replicated, within the local development context, or in the case of a GP– sustainable as a global approach or policy?

Lessons Learned

- Which good practices and lessons can be drawn from the support provided by NP and SP for the CPOs/GPs and overall implementation of the programmes that could be applied in the future?
- What are the recommendations for future XBTC support to the CPOs and GPs in addressing the strengthening of employers' organizations?

Cross-cutting Themes

The gender dimension should be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. In terms of this evaluation, this implies involving both men and women in the consultation, evaluation analysis and evaluation team. Moreover the evaluators should review data and information that is disaggregated by sex and gender and assess the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men. All this information should be accurately included in the inception report and final evaluation report.

Methodology

The evaluation will start off with a desk review of relevant documents followed by a field mission to ILO Headquarters in Geneva where the evaluator will undertake a desk review of appropriate material, including the programme documents, workshop/conference reports, progress reports and outputs of the programmes, Outcome Based Workplans, Programme and Budgets and Programme Implementation Reports followed by briefings and interviews with key personnel in ACT/EMP (in field and headquarters), ACTRAV, GENDER and other departments as appropriate. A desk review will lead to a number of initial findings that may point to additional or fine-tuned evaluation questions.

Thereafter the evaluator will undertake a mission to Bangkok (Thailand) to meet with ILO ACT/EMP team and other relevant informants. The evaluator will then undertake evaluation missions to Phnom Penh (Cambodia), Hanoi (Viet Nam), and Lusaka (Zambia) or Blantyre (Malawi) to hold personal interviews with relevant stake-holders of the program (key officials in the national employers' organizations), ILO officials, and other relevant key stakeholders. Focus group discussions or evaluation workshops may be conducted to gauge the views of stakeholders. Visits to several areas on the ground where the programmes are operational may also be undertaken, if time allows, to obtain first-hand information and perspectives of employers and other programme stakeholders.

Main Outputs

The expected outputs to be delivered by the evaluator/s are:

- A. A desk review of programme related documents
- B. An inception report prepared by the evaluator identifying key aspects to address as well as approach and methods to be used
- C. Report on data collection and interviews in Geneva
- D. Preparation of questionnaire for field based colleagues and partners. In the case of Honduras, the ILO will retain the services of an external local consultant who will conduct interviews in Honduras (following the questionnaire) and prepare a report that will feed into the final Evaluation report.
- E. Email and telephone interviews with ILO staff and partners as identified
- F. Draft evaluation report
- G. Final Report including:
 - Executive Summary with key findings, conclusions and recommendations
 - Description of the CPOs,
 - Clearly identified findings, including for each CPO and GP
 - Clearly identified conclusions and recommendations
 - Lessons learned
 - Potential good practices and effective models of intervention.
 - Appropriate Annexes including the TORs for the independent evaluation

The report should follow the outline that is considered the most appropriate given the purpose and scope of the evaluation, and focus on giving a clear and concise analysis of the effectiveness of the programme in attaining the expected results and achievements.

The total length of the report should be a maximum of 40 pages, excluding annexes; additional annexes can provide background and details on specific components of the programme evaluated.

All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version (both in PDF and MS WORD compatible formats).

Ownership of data from the evaluation rests exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of the ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

The final report will be circulated to key stakeholders for their review. Comments from stakeholders will be consolidated by the Evaluation Manager and provided to the evaluator. In preparing the final report the evaluator should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated.

Sources of Information

Prior to the evaluation the evaluator will receive all relevant programme documentation as listed below from ACT/EMP headquarters. This will be supplemented during the missions to the regions by documents provided by the national employer organizations visited. Documents to be reviewed include:

- Programme documents including concept notes and CPOs.
- Annual and Semi-Annual Progress Reports
- Publications, tools and reports produced under the programmes.

- ILO Programme and Budgets, Outcome Based Workplans, and ILO Programme and Implementation Reports, DWCP documents as appropriate.

Additional country-level material, such as studies, training and advocacy materials, will be given to the evaluator/s during the field and ILO-HQ visit.

Management arrangements: work plan, timeframe and payment schedule

It is suggested that the evaluation be conducted within the period 1 December 2016 to 29 February 2016. The TORs can be discussed with the evaluator before the work commences. The final report must be submitted to the ILO no later than 29 February 2016.

After the desk review and consultation at ILO HQ in Geneva the evaluator will organize and undertake 5 field missions that will include travel to Bangkok (Thailand), Phnom Penh (Cambodia), Hanoi (Viet Nam), Lusaka (Zambia) or Blantyre (Malawi). This plan is based on the assumption that the evaluator will need one full work days in each country.

It is proposed that the evaluation follow the timetable below.

Phase 1 – Desk review and ILO Geneva Briefing (10 days)

- 8 days desk review of the background documents and data collection/interviews
- 2 day for briefing at ILO Geneva

Phase 2 – Mission to Asia (9 days)

- 2 day travel from England to Thailand
- 1 day field mission in Thailand
- 1 day travel from Thailand to Cambodia
- 1 day field mission to Cambodia
- 1 day travel from Cambodia to Viet Nam
- 1 days field mission to Viet Nam
- 2 day travel from Viet Nam to England

Phase 3 – Mission to Africa (4 days)

- 1 day travel from England to Africa
- 1 days field mission to Zambia or Malawi
- 1 day travel mission to Zambia or Malawi
- 1 day travel from Africa to England

Phase 4 – Report preparation (11 days)

- 7days for the preparation of the draft report
- 4 days for finalization of report

Total of around 34 working days at a daily rate of US\$810.- for a total of (US\$27,540.-)

The practical arrangements for the missions to the countries will be organised by the Evaluation Manager and/or ACT/EMP Headquarters as appropriate in collaboration with the ILO Field Offices, ACT/EMP Specialists and partner employers' organisations.

Upon completion of the evaluation missions, a draft report will be compiled by the evaluator and submitted for comments to the Evaluation Manager two weeks after completion of the field missions. The final evaluation report

should be submitted by the Evaluation Manager to ACT/EMP two weeks upon receipt of ACT/EMP's comments on the draft report.

The consultant will receive a lump sum as advance payment to cover travel costs and daily subsistence allowance (DSA) upon signing of the contract. For this purpose, the evaluator will submit to the Evaluation Manager an itinerary with the dates on which he will be conducting the field missions (Geneva, Asia and Africa). According to the dates and cities visited the ILO will prepare a budget based on economic class plane tickets and a DSA will be calculated accordingly. The evaluator will have to justify expenses with boarding passes o all trips and hotel invoices from the field missions he carries out in the context of the evaluation.

The second and final instalment will be paid on receipt of the final evaluation report by latest 29 February 2016.

The evaluation will be managed by the Evaluation Manager (Andrés Yurén – ACT/EMP Specialist in the South Cone of Latin America - Santiago, Chile) with coordinating, administrative and logistical support provided by relevant ACT/EMP officials at Headquarters and ILO Regional and Country Offices.

* * * * *

Draft 004 – 26 November 2015

Appendix 2 Inception report

This appendix reproduces the main text from the inception report. Appendices from the inception report are not reproduced here since they are included as other appendices: questions to be asked, survey questions (now with results), etc.

A2.1 Introduction

In line with ILO evaluation policy and at the request of donors, evaluations of ILO's outcome-based funding in 2014-15 focussing on those ILO outcomes which received extra-budgetary funding from the Swedish and Norwegian donors (SP and NP) are being undertaken.

The purpose of this evaluation is to assess country programme outcomes and global products produced or refined under three programmes which together contribute to the delivery of Outcome 9 in the ILO Programme and Budget focusing on "employers have strong, independent and representative organisations". More specifically, outcome 9 seeks to enhance the capacity of employers' organisations to deliver value through targeted activities and services that their members cannot provide on their own. The ToR notes that the strength of such organisations lies in their representative nature and their ability to function as networks. It further notes that effective employers' organisations influence the creation of a business environment that is conducive to and fosters private sector development thereby producing the jobs and wealth needed to raise living standards.

In practice, funding was provided to support three programmes, one funded by SP and two funded by NP: GLO/14/73/SID; GLO/14/59/NOR; and RAS/14/58/NOR. All are described as "strengthening employers' organisations for effective and impactful engagement in inclusive social and labour policy and service development"

The scope of the evaluation is the 11 countries in which the three programmes operated during 2014-2015 and the GPs. The audience of the evaluation will be ACT/EMP headquarters and field specialists, main employers' organisations in the countries under review, programme managers, main national partners, ILO field office directors, technical support at headquarters, field and HQ technical specialists, responsible evaluation focal points and the donors.

The evaluation will be managed by the Evaluation Manager (Andrés Yurén – ACT/EMP Specialist in the South Cone of Latin America) with co-ordinating, administrative and logistical support provided by relevant ACT/EMP officials at Headquarters and ILO Regional and Country Offices.

The evaluation is carried out by external evaluator David Irwin.

The external evaluator started on this assignment on 22 December 2015, with a detailed desk review early in January and a mission to ILO, 11-13 January 2016, to interview key personnel in ACT/EMP and other departments. Missions to Asia and Africa are planned for January and February with a deadline for completion of the final report by the end of February.

This inception report provides the means to ensure mutual understanding of the consultant's plan of action and timeline for undertaking the evaluation. In accordance with the ToR, the purpose of this inception report is "to identify key aspects to address as well as approach and methods to be used" during the evaluation.

In accordance with the ToR, this evaluation will be guided by:

- The logical frameworks defined in the programme documents for the NP- and SP-funded interventions in line with the results based management (RBM-model) applied in ILO's *Strategic Policy Framework 2010-2015* and the *ILO Programme and Budget for 2014-2015*.
- The key evaluation criteria defined by OECD/DAC, that is, relevance, effectiveness, efficiency, impact and sustainability, which form the basis for the 19 evaluation questions specified in the ToR.

A2.2 Theory of change and objective of intervention

The theory of change is effectively set out in the *Director-General's Programme & Budget Proposals for 2014-15* (pp41-42). This explains that, for outcome 9, the overall aim is "to enable employer and business organisations to deliver value through targeted activities and services that their member enterprises cannot provide on their own". Whilst it could say more about the activities and especially the representation provided by employers' organisations, this, at least in part, sets out the *raison d'être* for an employers' organisation. The strategy note goes on to assert that "when effective, [EOs] influence the development of an enabling environment of policies, institutions, relationships and behaviours that foster private sector development, thereby producing the jobs and incomes needed to raise living standards". There is an implicit assumption that EOs are not always effective at doing this and it is this failure that the ILO intervention is intended to address. The intervention comprises three areas of support:

- Developing institutional capacity;
- mainstreaming policy priorities of employer constituents into other ILO outcomes and programmes; and
- supporting these constituents in the various tripartite governance and policy-making bodies of the ILO

The strategy explains that, in 2014–15, the focus will be on strengthening the capacity of business and employer organisations to operate as representative and responsive organisations and to engage in policy development with governments and other stakeholders to ensure an environment conducive to business development. Policy development work will focus on supporting EOs to adopt evidence-based approaches to policy-making. The strategy explains that interventions should help business organisations to focus their efforts on policies that address specific constraints to enterprise development and job creation. The ILO will aim to strengthen the analytical capacity of organisations, such that they can respond effectively to the policy challenges. The ILO will also provide advisory services and technical support, including facilitating exchanges of experience, knowledge and know-how between organizations to build capacity and expertise.

The three programme documents follow this same logic though set out more detailed objectives:

- To enhance the capacity of employers' organisations to engage in dialogue and policy development with government and other stakeholders
- To support the refinement and application of the EESE toolkit
- To implement selected priorities on a country by country basis with a focus on advocacy competence, impact management and gender mainstreaming

GLO/14/59/NOR had a further objective to assist EOs to introduce and improve services which might attract and retain members. This begs a question about why EOs offer services: is it to generate income, to help to pay for 'public' goods such as advocacy and influence, or is delivering services a core objective for EOs? This evaluation will not be able to answer that question in any detail but will touch on it.

The strategic plan sets out three indicators:

- EOs have adopted a strategic plan to increase effectiveness of their management structures and practices

- EOs have created or strengthened services which respond to the needs of existing and potential members
- EOs have enhanced capacity to analyse the business environment and influence policy development

Though they are described as indicators, arguably they are the outputs. Each of the indicators is constrained by measurement criteria. In the programme documents, however, outcome, indicator and measurement criteria are all conflated; additional indicators are then provided. The project log frames are not consistent across projects. There is a focus on activity and measuring activity rather than on behaviour change and measuring behaviour change. Assumptions tend to focus on existential requirements rather than assumptions in the logic, which could then be tested through monitoring and evaluation.

Given that the focus of the work is on capacity building, however, the evaluation will focus on whether and how the NP and SP interventions have contributed to capacity building of EOs and whether that has led to them being able to fulfil their role as a representative body more effectively. Where possible, the evaluation will look at impact since this is the best indicator of whether the capacity building has been successful.

A2.3 Methodology

Approach

The evaluation will follow a scientific realist approach (Pawson & Tilley 1997), which seeks a disaggregated understanding of programmes, distinguishing between different programme elements, outcomes, contexts and mechanisms. The evaluation will:

- Use mixed methods to estimate changes and attribution at each stage in the programme logic;
- Combine data gathering and interpretation by programme staff with external review;
- Use, where appropriate, monitoring systems developed and results gathered by ILO;
- Build on earlier internal or external reviews.

Methods

The evaluation will use a mix of complementary methods:

- Conceptualisation of the programme theory of change, mechanisms and contexts;
- Interviews with ILO staff;
- Semi-structured interviews with stakeholders in selected countries to discuss objectives, challenges and achievements;
- Survey of employers' organisations in countries not selected for a visit;
- Analysis of reports and documentation;
- Analysis of feedback on training and consultancy;
- Analysis of the assumptions underlying the programme and examination of evidence, from other programmes, supporting or contradicting them.

Interviews

It will be essential to meet with the Employers' Organisation in each of the countries visited. Ideally interviews will also be undertaken with their key government target audience, presumably the Ministry of Labour, but often Employers' Organisations have relationships with Ministry of Industry and Ministry of Finance and Office of President or Office of Prime Minister. It would be interesting to meet with the apex business association, if there is one, in each of the countries. A good approach, if it were possible to organise, in each country would be:

- to meet with ILO
- to meet with the Employers' Organisation
- to meet with members of the Employers' Organisation in a focus group
- to meet with key contacts in government in a (different) focus group
- to meet with the apex business association (if there is one)

Caveats and limitations

Assessing the impact of advocacy is complex because:

- Attribution is likely to be complex and multi-dimensional. Influence can be diffuse and hidden.
- Changes in legislation or policy are likely to be complex and lagged. The impact lies not just in the sum of the agreed changes, but also in how these play out during implementation.
- Objectives for advocacy evolve during the influencing process. Having to compromise, (especially sacrificing some short-term goals so as to maintain a relationship that promises long-term benefit) is not an indication of failure, as might be the case in physical or service delivery projects.
- Especially in business environment work, impact is often preventative and repetitively preventative: successes can consist in delaying, and then the next year also delaying, changes proposed by the government that business perceive as damaging.
- Impact is not always positive. Some BMOs pursue anti-competitive projects that could have an overall negative effect.
- Each policy proposal is unique and additionally all businesses benefit irrespective of whether they are members of the association undertaking the advocacy. This militates against providing a counterfactual analysis, except through comparing what happened with what most likely would have happened if the advocacy had not occurred.
- Policy influence can take a long time, measured in years rather than months, and the ILO support has been for a relatively short period. It is unlikely therefore that organisations will have had time to make major differences to public policy.

Terms of reference

There are a number of minor comments on the TOR:

- The second point under effectiveness (p6) refers to the period 2012-13, but is assumed to refer to the period 2014-15.
- The 2014 evaluator noted that the first evaluation question on efficiency of resource use refers to "CPO and GP Outputs" but that they interpreted this as "Outputs from NP and SP-funded interventions". That makes sense since these interventions are a subset of the CPO and GP activities.
- The last point under efficiency of resource use asks whether the NP interventions are on track for 100% delivery but all three programmes were due to be completed by the end of December, so the question should be whether both budgets have been fully utilised.
- The evaluation question on sustainability (p7) refers to "durable interventions". The 2014 evaluators interpreted this to mean "durable results" but that does not really make sense either. I interpret it to mean "durable approaches", in other words, that the employers' organisations continued to utilise (new) approaches that were developed as a result of ILO support.
- The last two evaluation questions in the ToR (page 7) refer to lessons learned. The 2014 evaluators noted that drawing such lessons is part of the assignment, but they saw that as an outcome of the analysis of programmes and their achievements. However, lessons, good practice and recommendations can emerge from all aspects of the EOs' work and their interaction with ILO so they

have been included in the data collection worksheet. Appropriate questions have also been added to the survey questionnaire.

Data collection

In line with ILO's "I-eval Resource Kit", a data collection worksheet has been prepared (see Appendix 1). This worksheet gives an overview of the proposed methods to collect data for all the evaluation questions.

A large number of documents – possibly too many – have been provided by the Evaluation Manager and by ILO officials. All documents consulted will be recorded in an appendix in the final evaluation report.

A questionnaire has been prepared to elicit responses from employers' organisations in all 11 countries irrespective of whether they are visited through a mission (appendix 2). Ideally, all EOs will complete the survey, since this will provide detailed background on which to start a conversation during the missions. This broadly follows the questions asked in the previous evaluation so that it is easy to compare answers, but questions have been added and the wording of some questions has been amended. It is suggested that the questionnaire is sent by the Evaluation Manager to relevant Field Coordinators and then on to the EOs.

If the EOs that are visited have not completed and returned the questionnaire in advance, then the questions set out in the survey questionnaire will be used as a starting point, and supplemented by further questions intended to probe more deeply. If they have completed the questionnaire, then more time will be available to probe their responses (see Appendix 3). The country visits will also provide an opportunity to triangulate responses through interviewing other stakeholders.

DCED makes suggestions for outcomes, outputs and indicators that may be appropriate in measuring business environment reform. Most are not relevant to capacity building but their recommendations related to business advocacy and public private dialogue suggest some additional lines of questioning in addition to those derived from the ToR questions.

Table 5: Selected outcomes, outputs & indicators

Outcomes	Indicators
Sustained increase in the quality and quantity of advocacy and public-private dialogue (PPD)	Number of funded advocacy projects with documented evidence of achievement of advocacy and PPD outcomes
Improved voice and accountability for poor men and women	Number of firms participating in business membership organisations (BMOs) (disaggregated by female and male-owned enterprises)
Possible outputs	Indicators
Increase in BMO resources devoted to advocacy and PPD	Changes in BMO budgets devoted to advocacy and PPD
More inclusive practices (e.g., more women involved in advocacy and PPD)	Changes in BMO membership: ratio of male and female
Copying and crowding-in by system actors	Increase in the number of actors engaging in advocacy and PPD

Source: White, S (2013) *Supporting Business Environment Reforms: Practical guidance for development agencies: Annex: Measuring donor supported business environment reform*, Donor Committee for Enterprise Development

In all cases, questions will be posed to ensure as far as possible that they are neutral rather than leading the respondent to a specific answer.

Cross-cutting themes

Gender is not only an important component in NP and SP programmes, but also the gender dimension is highlighted in the ToR as “a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation”. This reinforces the importance of establishing a relevant balance between men and women among stakeholders who will be interviewed during field missions. It also implies that data, for example, on the usage by EO members of services or on participation in training programmes funded by NP and SP must wherever possible be disaggregated by gender.

Selection of countries

Countries to be visited have been agreed in conjunction with ILO and will be Cambodia, Viet Nam and Zambia together with a visit to the ILO regional office in Bangkok.

A2.4 Work plan

The following work plan has been agreed with the evaluation manager and country offices:

- | | |
|--|----------------|
| ▪ Questionnaire for EOs | 8 January |
| ▪ Mission to ILO, Geneva | 11-13 January |
| ▪ Draft inception report submitted to evaluation manager | 14 January |
| ▪ Report on data collection and interviews in Geneva | 15 January |
| ▪ Mission to Thailand, Cambodia, Viet Nam | 17-23 January |
| ▪ Mission to Zambia | 16-20 February |
| ▪ Draft report to evaluation manager | 27 February |
| ▪ Stakeholder comments back to evaluator | 4 March |
| ▪ Final report to evaluation manager | 7 March |

A2.5 Structure of the evaluation report

The structure of the evaluation report will follow the guidance provided in ILO’s *Checklist 5: preparing the evaluation report*. In addition to formal title page and a summary, the report will include:

- Project background
- Evaluation background
- Methodology
- Main findings (including an assessment of gender issues)
- Conclusions
- Lessons learned and emerging good practices
- Recommendations
- Appendices (including but not limited to ToRs, persons interviewed, documents reviewed, bibliography, merging lessons learned, emerging good practices)

A2.6 Adherence to ILO guidance and formatting requirements

The consultant acknowledges that he understands the formatting requirements for the evaluation report, including acceptance of the terms of checklist 5: preparing the evaluation report.

The consultant confirms that he has received all necessary documentation in accordance with checklist 10: documents for the evaluator.

Appendix 3 Persons consulted

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Appendix 4 Indicators and targets

High level indicators and targets are included in the Director General's Programme & Budget and are reproduced here:

Indicator 9.1: Number of national employers' organizations that, with ILO support, adopt a strategic plan to increase effectiveness of their management structures and practices.

Measurement: To be counted as reportable, results must meet the following criteria:

- A strategic plan for the employers' organization is endorsed, as documented in the proceedings of its board or equivalent document
- A capacity-building programme is implemented for both managers and staff of the employers' organization in line with the strategic plan

Target: 15 employers' organizations, of which 5 in Africa, 3 in the Americas, 1 in Arab States, 3 in Asia-Pacific, 3 in Europe-Central Asia

Indicator 9.2: Number of national employers' organizations that, with ILO support, create or significantly strengthen services to respond to the needs of existing and potential members

Measurement: To be counted as reportable, results must meet at least one of the following criteria:

- A budgeted plan is officially adopted to extend services to current and potential member enterprises of the employers' organization
- New or improved services are provided by the employers' organization, as documented through service records (training, information systems, publications, consulting services)

Target: 25 employers' organizations, of which 8 in Africa, 7 in the Americas, 2 in Arab States, 5 in Asia-Pacific, 3 in Europe-Central Asia [NB up from 20 in SPF]

Indicator 9.3: Number of national employers' organizations that, with ILO support, have enhanced capacity to analyse the business environment and influence policy development at the national, regional and international levels

Measurement: To be counted as reportable, results must meet at least one of the following criteria:

- Employers' organizations set up or improve the functioning of internal structures to identify and coordinate the views of members, formulate advocacy strategies and objectives based on membership needs, and develop well-researched policy positions and advocacy materials
- Employers' organizations participate in consultations with government or other key parties to give their views, enter into partnerships with other institutions or obtain greater media coverage of their policy positions
- The positions of the employers' organizations are reflected in the adopted legislation or policy at the national, regional or international levels

Target: 20 employers' organizations, of which 7 in Africa, 6 in the Americas, 1 in Arab States, 4 in Asia-Pacific, 2 in Europe-Central Asia [NB up from 17 in SPF]

Programme documents for outcome based partnerships include logical frameworks for each programme of EO support. Extracts of three are reproduced below with comments.

Table 6: GLO/14/59/NOR: Gender**Indicators**

EOs formulate gender and non-discrimination advocacy strategies and/or policies.

Knowledge management enhanced through research and documentation of good practices.

This programme links to indicator 9.3, enhancing capacity to analyse the business environment and influence policy. Presumably it is knowledge that is being enhanced rather than 'knowledge management' and it is not clear whether it is the EOs that are doing the research and documentation of whether this is being done externally and provided to them. However, these indicators do broadly link to indicator 9.3.

Baseline

EOs have an important role to play in helping to break down the barriers that disempower women in business and management whether the barriers be due to cultural and social norms and attitudes or legislative barriers and other impediments. Many EOs are already helping their member-companies make progress on gender equality by creating awareness and providing information and platforms for discussion, as well as increasing the voice of women entrepreneurs in their governance structures. But more needs to be done to ensure that women and men have equal access to resources and opportunities to jobs and careers and that the barriers are broken down.

Whilst this offers a view of the situation at the time, and there is no doubt that more does need to be done, it does not provide a baseline for the capacity of the EO or for the level and nature of existing services, so cannot be used to measure improvement.

Milestones year 1

Global report "Women in Business and Management: Gaining Momentum" published and International Conference conducted.

Good Practice publication published and disseminated.

These are valuable contributions, and EOs participated in gathering material for the report and examples of good practice, but it is not clear how these are milestones to achieving the indicators set out above, since neither mentions EOs. An alternative formulation might be that the report or good practice has been published and is demonstrably being used by EOs or that EOs have participated in awareness raising workshops.

Milestones year 2

Regional Report on WIBM published.

Regional Conference on Women in Business and Management conducted in Asia.

The same comment applies here. Indicators should focus on EOs, building on the progress in year 1, and could for example include:

EOs have implemented initiatives to promote the business case for gender equality

EOs consider the problems faced by women when they address issues related to the business environment

Assumptions

EOs are committed to promote gender equality and the non-discrimination at work.

Whilst this is a pre-requisite, there are arguably further assumptions including that the EOs will use the ILO reports and good practice guides to support their own work

Table 7: GLO/14/73/SID: ZAMBIA**Indicators**

Employers' organizations participate in consultations with government or other key parties to give their views, enter into partnerships with other institutions or obtain greater media coverage of their policy positions

This programme links to 9.3 above. However, indicator 9.3 in the PB is about enhancing capacity to analyse the business environment and influence policy, but this indicator does not reflect that. Participating in consultations may imply that capacity has been enhanced but it is not a requirement.

Baseline

Government is preparing for a National Skills Survey to inform a Skills development policy. At the moment there is no coordinated private sector effort to provide inputs. ZFE needs to lead the private sector to ensure that the policy reflects the views and needs of industry and improves competitiveness of Zambian enterprises.

Whilst this is an accurate picture of the situation at the time, it does not provide a baseline for the capacity of the EO and so it is impossible to assess whether the capacity of the EO has improved. It may not be possible to score capacity but the level of participation in consultation and dialogue, the number of research reports and the number of policy positions could be used a proxy.

Assumptions

Political stability in the country
ZFE is able to continue its operations

Assumptions should be assumptions in the logic, rather than assumptions about the general environment. The logic here is that (a) the capacity of the EO is enhanced, (b) as a result, the EO participates more in consultations and dialogue etc, (c) as a result, policy reflects the views and needs of industry & improves competitiveness.

So assumptions might be:

- The GoZ will listen to persuasive arguments and then act to reform policy
- Policy reforms will promote investment
- More investment will lead to improvements in competitiveness

Outputs

1. Consolidated private sector needs in the area of skills development identified in growth industries

Number and quality of validated research findings, including gender effects

This is only one requirement to improve competitiveness, though it is fine as an output. Am unclear however why number of research findings is an indicator – a small number of high quality would be better than a large number of low quality

2. Private sector Skills development policy inputs developed and submitted to the government

Number and substance of policy positions on skills, including gender considerations

Not clear why there is a need for more than one policy proposal; not clear why 'substance' rather than quality. Quality is not currently assessed.

3. Advocacy capacity of staff strengthened

Number and substance of policy positions on skills, including gender considerations

Not clear how this indicator shows that advocacy capacity has been strengthened. The ability to write policy positions is important, but so are a range of other skills.

Table 8: GLO/14/59/NOR: Cambodia**Indicators**

Employers' organizations participate in consultations with government or other key parties to give their views, enter into partnerships with other institutions or obtain greater media coverage of their policy positions.

New or improved services are provided by employers' organization, as documented through training reports and service records.

This programme links to 9.2 and 9.3. However, indicator 9.3 in the PB is about enhancing capacity to analyse the business environment and influence policy, but this indicator does not reflect that. Participating in consultations may imply that capacity has been enhanced but it is not a requirement. The second indicator is okay.

Baseline

CAMFEBA launched an EESE report and policy report in 2013. The next steps would be to develop in-depth policy recommendations on key issues identified. Concrete policy recommendations can be made if accompanied with additional assessment of the external environment. CAMFEBA also developed a non-discrimination guide and code of practice in 2013. A follow-up TOT would be required to reach a wider audience.

Whilst this offers a view of the situation at the time, it does not provide a baseline for the capacity of the EO or for the level and nature of existing services, so cannot be used to measure improvement

Assumptions

Political stability in Cambodia.

CAMFEBA is able to participate in dialogue with government and stakeholders.

CAMFEBA is able to sustain its operations and has the institutional capacity to engage in policy work.

As above, assumptions should be assumptions in the logic, rather than assumptions about the general environment.

En passant, I note that Zambia features in GLO/14/59/NOR as well as GLO/14/73/SID, though with a different set of indicators, outputs and activities.

RAS/14/58/NOR is a subset of GLO/14/59/NOR but has an additional programme document with a log frame that covers all the ASEAN Eos, without preparing separate log frames for each EO intervention.

Appendix 5 Evaluation questions

Evaluation questions	Indicators	Sources of existing data	Methods for additional data
Relevance:			
<i>The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs and priorities, partner and donor policies.</i>			
1. What was the relevance of the CPOs and GPs funded by NP and SP to the Outcome 9 Strategy in the ILO Programme and Budget and Outcome Based Workplan?	Assessment of implicit result chains/theory of change for each CPO and GP funded by NP and SP combined with information from stakeholders	(i) Brief literature survey, (ii) document studies,	(iii) semi-structured interviews with stakeholders in three countries (ILO staff, EO reps, EO members, gov't, etc); (iv) questionnaire to EOs and ILO Coordinators in other NP and SP countries
2. How well did the GPs and CPOs link and/or contribute to other ILO Outcomes and DWCPs?	Identification and assessment of links for each NP and SP component in three countries in relation to other ILO Outcomes and DWCPs in those countries	Same as (ii) for question 1 above.	Same as (iii) for question 1 above.
3. Were the ILO interventions consistent with employer organisations' needs and concerns?	Compilation of stakeholder opinions in all NP and SP countries	Same as (iii) for question 1 above	Same as (iv) for question 1 above
Validity of intervention design			
4. What factors were considered in selection of CPOs and GPs for SP and NP funding?	SP and NP partnership history documented	Document studies,	interviews with ILO staff
5. Were the interventions chosen for the CPOs and GPs logically coherent and realistic?	Assessment of logical frameworks for NP and SP interventions in relation to CPOs and GPs	Same as (i) and (ii) for question 1 above	Same as (iii) and (iv) for question 1 above
6. How useful and appropriate have the P&B indicators been in assessing progress towards Outcome 9? Are the means of verification for the indicators appropriate?	Assessment of how indicators and means of verification function in theory and practice in three countries	Same as (i) and (ii) for question 1 above	Same as (iii) for question 1 above

Effectiveness*A measure of the extent to which an aid activity attains its objectives.*

7.	To what extent have the CPOs and GPs been achieved or are likely to be achieved?	Assessment of (expected) degree of achievement of objectives in three countries with additional information whenever available from other countries	Progress reports	Stakeholder interviews in three countries combined with questionnaire to EOs and ILO Coordinators in other countries.
8.	To what extent did NP and SP funding help in achieving Outcome 9 CPO targets? How many targets were achieved with NP and SP funding as a proportion of all Outcome 9 targets achieved in 2014-15?	Same as for question 8 above with special focus on role of NP and SP funding	Same as for question 7 above with special focus on role of NP and SP interventions	Same as for question 7 above with special focus on role of NP and SP interventions
9.	To what extent was gender equality mainstreamed in the programme interventions?	Analysis of theoretical opportunities to mainstream gender equality and the extent these opportunities were exploited in NP and SP interventions	Study of documents with a special focus on gender equality	Stakeholder interviews

Efficiency of resource use*Efficiency measures the outputs – qualitative and quantitative – in relation to the inputs.*

10.	Were CPO and GP outputs produced and delivered as per the work plans/ milestones?	Assessment of degree of achievement of NP and SP funded work plan targets and milestones in three countries with additional information whenever accessible from other countries. Same assessment for NP and SP funded GPs.	Study of progress reports	Interviews with stakeholders in three countries plus questionnaire to EOs in other countries
11.	What was the quality and timeliness of delivery of allocated resources?	Same as question 10 above	Same as question 10 above	Same as question 10 above
12.	Was there a logical and optimal use of resources?	Assessment of resource use in four visited countries	Study of progress reports	Interviews with stakeholders in three countries
13.	Was the SP budget used 100%		Information from ILO accounts	

(delivery)?

- | | |
|---|-------------------------------|
| 14. Was the NP budget used 100% (delivery)? | Information from ILO accounts |
|---|-------------------------------|

Impact

The positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended.

- | | | | |
|--|---|---|---|
| 15. How will achievement of the CPOs and GP production contribute towards making a significant input to broader, long-term, sustainable development changes? | Assessment of project logics and implicit result chains/theory of change, compilation of views expressed by recipients, beneficiaries and other stakeholder | (i) Brief literature survey, (ii) study of ILO documents, | (iii) semi-structured field mission interviews with stakeholders (ILO staff, EO representatives, EO members, government, etc); (iv) questionnaire to EOs in other countries |
| 16. To what extent was the gender dimension integrated/ mainstreamed into policy proposals resulting from the programmes? | Assessment of past and continuing policy processes in the three countries related to NP and SP funding | Document studies | Interviews with stakeholders in three countries. |

Sustainability

Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn.

- | | | | |
|--|---|------------------|--|
| 17. To what extent did the CPOs produce (or are on the way) durable approaches that can be maintained, or even scaled up and replicated, within the local development context, or in the case of a GP, sustainable as a global approach or policy? | Assessment of the degree to which the NP/SP-interventions are leading to sustainable results in the four selected countries. This will be combined with a broader assessment of the potential for global replication. | Document studies | Stakeholder interviews in three countries combined with information from questionnaire to EOs in other countries |
|--|---|------------------|--|

Lessons learned

- | | |
|---|------------------------|
| 18. What good practices/ lessons emerge from the interaction of the EO and the ILO? | Stakeholder interviews |
| 19. How could the support from the ILO be improved? | Stakeholder interviews |

Appendix 6 Actions following previous evaluation

The evaluation report prepared in April 2014 made a number of recommendations. Whilst the formal management response is still only available in draft, the recommendations have been actioned.

Recommendation	Management response	Comment
To ILO (ACT/EMP and PARDEV) and donors with high/immediate priority -- Rely on one single structure for planning and reporting irrespective of funding based on ILO's standard CPO and GP model (and avoid creating a separate logical planning framework for donor funded activities).	PARDEV has the main responsibility for creating the single structure for planning and reporting. PARDEV has now taken steps to consolidate its reporting structure in this way.	There would be merit in having a short note for each project clearly setting out objectives, potential impact and indicators of success. These already exist, so perhaps just need tweaking to give more emphasis to how the outcome can be measured.
To ILO (ACT/EMP and PARDEV) and donors with high/immediate priority -- Continue to support the creation of strong, independent and representative EOs. Give priority to broadening of the membership base and strengthening of EO capacity for analysis and advocacy related to business environment reform and gender equality.	Outcome 9 of the 2014-15 P&B intends to continue to support strong, independent and representative EOs. Strengthening analytical and advocacy capacities through the use of the EESE toolkit is one of the key pillars of the strategy. Expansion of the EESE with stronger gender dimension is submitted for the ILO-Sweden partnership. NP ASEAN regional project for 2014-2015 includes a strong element of evidence-based policy development coupled with capacity building efforts to strengthen institutional response. In addition, a concentrated work is under way addressing gender equality through ACT/EMP's global initiative on Women in Business and Management as well as continued work on non-discrimination. Global and Asia pacific regional report on Women in Business and Management launched at significant conferences in London and Singapore.	This recommendation is simply to continue ACT/EMP's raison d'être. Much of what EOs do in terms of advocacy is already related to business environment reform. It is not clear why priority should be given to 'broadening the membership base'. I assume this does not mean opening up to non-employers, so it must mean increasing the number of members. More members generate income and add to credibility. But members are looking for something in return, so the priority should actually be to demonstrate effectiveness in dialogue and advocacy, as many EOs are doing, and strengthening selective benefits (ie, services to members) again, as many EOs are doing. In turn these will make membership more attractive. This appears to the strategy adopted by ACT/EMP.
To ILO (ACT/EMP and EOs) with medium/long-term priority -- Experiment with the methods for supporting capacity development. Learn from others e.g. by learning partnerships (and possibly also twinning arrangements) between EOs in different countries. Consider partnerships with	Sustainable capacity development is a part and parcel of the Outcome 9 strategy. Twinning models have been experimented with in the past and proved themselves difficult to arrange and sustain. ACT/EMP utilizes training, study visits and exchanges have proven to be of value. IN the	ACT/EMP is already experimenting with approaches to capacity development. Twinning is difficult when organisations have limited resources. Linking to research institutes could be effective in preparing research – and many EOs are doing this. Other approaches could include:

<p>various local institutions, like local economic think-tanks.</p>	<p>new phase of the SP coaching will be used to provide more tailored solutions. The NP ASEAN regional project will also bring in leading EO partners to national and regional capacity building activities to share experience and best practices.</p> <p>Fied programmes are increasingly cooperating with local institutions and think tanks (e.g. Honduras, Cambodia, Lao PDR, Viet Nam).</p> <p>High staff turnover is an important factor affecting the sustainability of the capacity built.</p> <p>Policy research and advocacy training conducted in 6 ASEAN countries in November-December 2014 through NP.</p> <p>ASEAN regional effective communications for policy development training conducted in May 2015.</p>	<ul style="list-style-type: none"> • Internships (especially of people from government into BMOs) • (More) mentoring of EOs as they undertake research and develop policy positions • Undertake policy position workshops to support EOs through the process of preparing policy positions <p>Collaborate with others supporting BMOs and link to their training and guidance notes</p>
<p>To ILO (ACT/EMP and EOs) with medium/long-term priority</p> <p>-Consider available options for ensuring the sustainability of updating over time the EESE report and data base at country level, like cost-sharing with others for periodic enterprise surveys.</p>	<p>ACT/EMP promotes ‘institutional’ approach to EESE process which involves building the capacity to systematically use policy development tools (surveys, FDGs) as a part of the EOs regular membership input and data collection.</p> <p>Through NP, support the development of an online research tool, “Secondary Data Research Tool” which allows for automatic generation of data included in the EESE across the 17 sustainable pillars and easy update of EESE reports, ACT/EMP background notes and other intelligence documents.</p> <p>SDRT tool developed with NP support and includes secondary data for all countries in the Asia Pacific. Data from other regions, such as Africa, Latin America and Europe are also available.</p>	<p>The key use of EESE country assessment is not so much to prepare a situation report, though this is helpful, but more the encouragement of BMOs to believe that they can make a difference.</p> <p>There is less need therefore to keep updating the assessment, especially given the wealth of information available from other sources, and perhaps greater need to promote collaboration amongst BMOs to identify the priorities likely to have the greatest impact.</p>
<p>To ILO (ACT/EMP) with high/long-term priority --</p> <p>Look for ways to improve the monitoring and evaluation of EO capacity development. The EO audit tool in Module 1 of the EESE toolkit may offer an interesting opportunity. The possibility to</p>	<p>ACT/EMP will continue to conduct internal self-evaluations and independent evaluations of its donor-funded programmes to monitor and evaluate EO capacity development.</p> <p>ACT/EMP regular quarterly reviews as well as the</p>	<p>It is possible to assess improvements in competence (for example through using an advocacy competence diagnostic assessment tool) but that is not the real objective. It would be better to think about the intended outcomes and impact</p>

<p>make more active use of data on EO membership development should also be considered.</p>	<p>TC interventions will take greater account of sustainability of developed capacity.</p> <p>A policy and advocacy capacity assessment of EOs to be conducted through NP ASEAN programme to establish baseline capacities and monitor progress.</p> <p>Improving EO representativeness is a part of the Outcome 9 strategy for 2014-15 and the 2016-17 P&B Outcome strategy for Employers Organizations In the 2016-17 P&B under Outcome 10 (Employers' Organizations), new measurement criteria under Indicator 10.1 specifically address representativeness through monitoring of EO membership increases.</p> <p>Ongoing</p> <p>Assessment of EOs completed on policy and advocacy capacity for several EOs in ASEAN.</p>	<p>and then aim to measure those.</p> <p>This suggests a need to ACT/EMP to become more systematic in monitoring outcomes and impact.</p>
<p>To ILO (ACT/EMP and GENDER) with medium/long-term priority -- Look for opportunities to make successful gender initiatives "fertilise" the various organisational structures of EOs as well as EO advocacy processes like the national business agendas.</p>	<p>Building more systematic institutional approach to mainstream gender equality in the EOs policy work has been built as a key component into the new SP and NP ASEAN regional ACT/EMP proposal</p> <p>Ongoing</p>	<p>The recommendation is somewhat imprecise. EOs seem to have grasped the opportunity to do more with gender. There is a need to keep encouraging a thorough understanding of the gender implications when undertaking research and preparing policy positions.</p>
<p>To ILO (ACT/EMP and ENTERPRISE) with medium/long-term priority -- Look for ways to disseminate the EESE toolkit as a "public good" to the global PSD development community, e.g. through the DCED and its Business Environment Working Group (presently chaired by the ILO). Other actors may also provide useful feed-back to the toolkit.</p>	<p>ACT/EMP will work with SEED to explore opportunities to promote EESE toolkit to the wider donor community</p>	<p>Agree with recommendation: all other BMOs could benefit, so there is a need for wider dissemination but there is also a need to collaborate, if possible, with others producing similar materials to avoid overlap and duplication.</p>

Appendix 7 Country level results 2014-15

In all cases, ILO provided some support, often training and technical assistance, but occasionally more than that.

Country	Extract from implementation report
Indicator 9.1	
Botswana	Strategy session in December 2013; Business Botswana developed strategic plan, agreed June 2014; Installed CRM software; Staff training
Botswana	Developed action plan for enhancing access to SME services; Rolled out new service to help businesses understand how to raise productivity (PROWESS)
Fiji	The Women Entrepreneur and Business Council (WEBC) of FCEF developed its first strategic plan 2016–18; training provided for council members to enhance the governance and management of WEBC.
Malawi	Employers' Confederation of Malawi (ECAM) endorsed new strategic plan, Jan 2015 Board and staff training, including dialogue and policy advocacy impact assessment
Swaziland	Federation of Swaziland Employers & Chamber of Commerce (FSE&CC) adopted new strategic plan for 2014-17 (first objective, policy advocacy and influence; third objective, sustainability; fourth objective, member services); Capacity building; Installed CRM
Philippines	Employers' Confederation of the Philippines (ECOF) developed strategic plan; Training for staff; Introduced new service for members (training and guidance on OSH)
Indicator 9.2	
Cambodia	CAMFEBA (Sien Reap office) expanded services including training and advice to SMEs. Now running OSH service on a commercial basis; Providing new information service to members; Introduced CRM software
Lao PDR	Lao National Chamber of Commerce (LNCCI) launched new information service on 'understanding the new labour law' & offered training
Viet Nam	Viet Nam Chamber of Commerce and Industry (VNCCI) developed employers' guide and code of practice on non-discrimination; Established training programme on non-discrimination; Piloted and launched new training programme on OSH
Indonesia	Employers' Association of Indonesia (APINDO) introduced information and guidance service on apprenticeships
Philippines	ECOP launched new guidance service to promote green jobs and enterprise sustainability; Launched report on 'Needs assessment for private sector in the Philippines: disaster preparedness, response and recovery'; Launched new training programme on disaster continuity planning
Vanuatu	Vanuatu Chamber of Commerce & Industry (VCCI) launched Employers' Guide on Employment Relations & a training programme
Honduras	El Consejo Hondureno de la Empresa Privada (COHEP) prepared a guidance note on evaluating Employer & Labour Law; Offered training on the application of the guidance; Installed CRM software
Indicator 9.3	

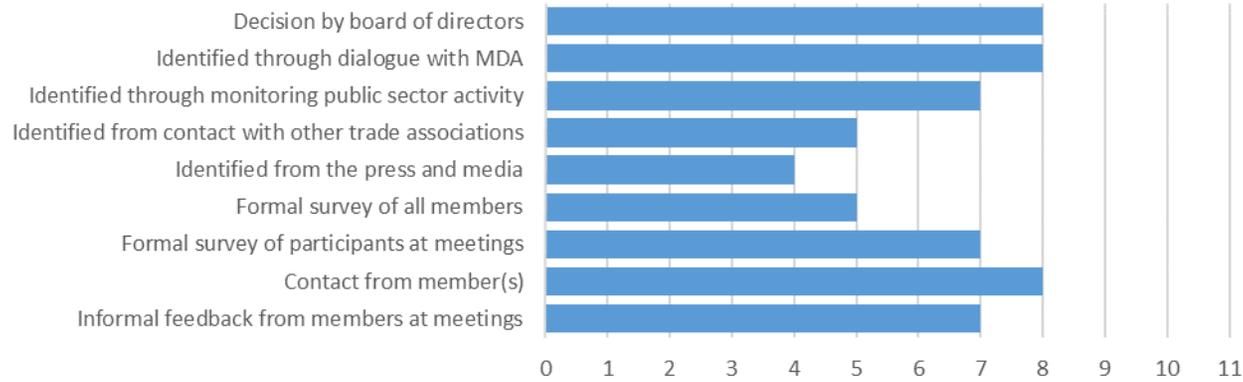
Malawi	ECAM partnered with the Technical Vocational Training Authority to advocate reform of policy related to internships and apprenticeships
Swaziland	FSE&CC developed inputs into ICT Bill which passed into law; Now engaging the Parliamentary Portfolio Committee to influence the regulations
Zambia	Zambia Federation of Employers (ZFE) participated in national consultation re labour law reforms and review of National Employment and Labour Market Policy; Developed position paper on NELMP; Developed further position paper on proposed amendment of the Employment Act; Partnered with Private Sector Alliance: effectively influenced discourse on national strategy for private sector development; Influenced government's definition of casualization.
Cambodia	CAMFEBA has established a policy research capacity and is now developing evidence based policy positions (including, inter alia, on trade union law and minimum wage negotiations); Launched Business Vision 2020 in March 2014; Worked closely with Garment Manufacturers' Association of Cambodia (GMAC); Prepared policy position paper on Trade Union law; Used the media to promote employers' positions; Scaled up ability and mechanism to consult with their members; Created Purchasing Managers' Index
Lao PDR	LNCCI surveyed members to prepare evidence based strategic policy framework, presented at Laos Business Forum in October 2015; Scaling up policy dialogue with MDAs
Thailand	Continuation of support from Green Jobs Asia; Employers' Confederation of Thailand (ECOT) contributed to policy debates especially on renewable energy policy and on challenges in Asia Pacific region. This was show cased as a case study.
Vanuatu	VCCI established an employers' services unit, undertook research and developed policy positions on the Employment Relations Bill including specific issues on Severance Pay and Leave entitlement. Papers were launched in August and November 2015 respectively attracting wide media coverage and improving VCCI's profile. VCCI's advocacy capacity, including its competence in media and communications, was enhanced.
Viet Nam	VNCCI gathered views of their members to prepare evidence based labour market, skills and productivity report with policy recommendations; Now established Provincial Competitiveness Index; Been able to participate effectively in National Wage Council; Contributing to debates on International Labour Standards; helped shape domestic legislation; Developed new training service for members to provide guidance on ILS.
Indonesia	APINDO launched a 5 year Economy Road Map 2014-2019. This received massive press coverage when it was presented to the President in Oct 2014; Using the roadmap and its 10 policy priorities to influence government; eg, has agreed MoU with Indonesia Health & Social Insurance Executing Agency to address concerns on budget increase for employees; Undertaking policy review on current regulations re pension and wages

Appendix 8 EO survey results

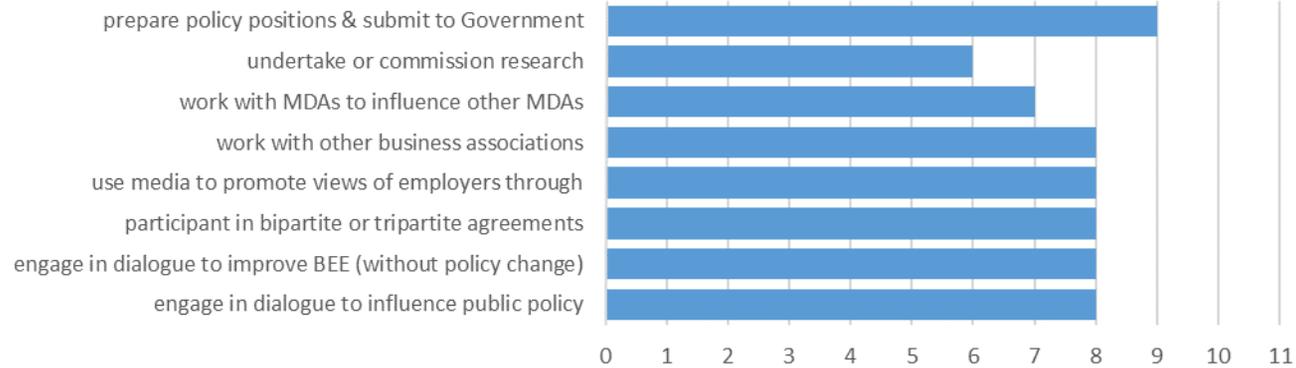
The eight EOs that were not visited were invited to complete a short survey. There were six responses. The interviews with the three EOs that were visited enabled the completion of a response for them as well, giving total of 9 responses.

1. Please describe your purpose (mission)		All	
2. What proportion of the private sector do you represent?	Represents	70-500,000	Vietnam Chamber claims to represent over 500,000 businesses. Most represent a few hundred to a few thousand. Without context the actual number is meaningless.
	Employers	68%	Not all could respond to this, but on average respondents appeared to represent a majority of employers
	Employees	34%	Not all could respond to this, but EOs seemed to cover high proportion of (formal sector) employees.
3. Do you have a strategic plan that includes, inter alia, advocacy, representation and member services?		9	
4. Do you employ staff with a specific focus on policy and advocacy?		9 said yes	
	women	2 ave	
	men	2 ave	
5. Do you receive support from organisations other than the ILO to address your policy issues?	If yes, please list the organisations and the issues that they are supporting	8	Other supporters include CIPE, DECP, EU, GIZ, IADB, DFAT, USAID

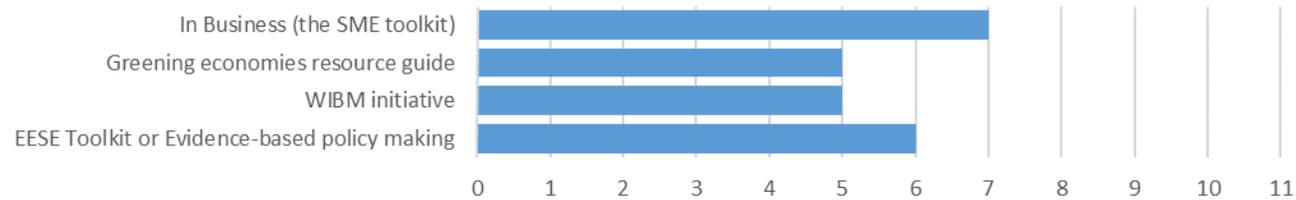
Q6. How do you set your priorities?



Q7. How do you move forward your policy agenda?



8. Has your membership increased in the last two years?	increase in last two years	8%
	Yes (membership is voluntary)	6
	Yes (membership is compulsory)	0
9. Has your budget for policy and advocacy increased over the last two years?		6
10. Have you introduced or strengthened services for your members during the last two years?	Yes	7

Q11. Are you aware of these ACT/EMP products/ initiatives?

12. Has the ILO 2015 Global Report on Women in Business & Management (WIBM): Gaining Momentum or the Asian Regional report on WIBM influenced your work		6
13. Have you been able to promote the business case for gender quality and influence the business agenda in relation to advancing women in business	yes, very successfully (give examples)	2
	yes, successfully (give examples)	3
	active, but not so successful (give examples)	2
	not active	0
14. When addressing issues related to the business environment, do you consider the particular problems faced by women?	No, we have not considered it	0
	Yes, we have considered it (please specify)	2
	Yes, we have partially considered it (please specify)	5
15. Have you researched, or commissioned research, to give you an evidence base on which to prepare policy position statements?		7

Q16. Have you used the evidence base...

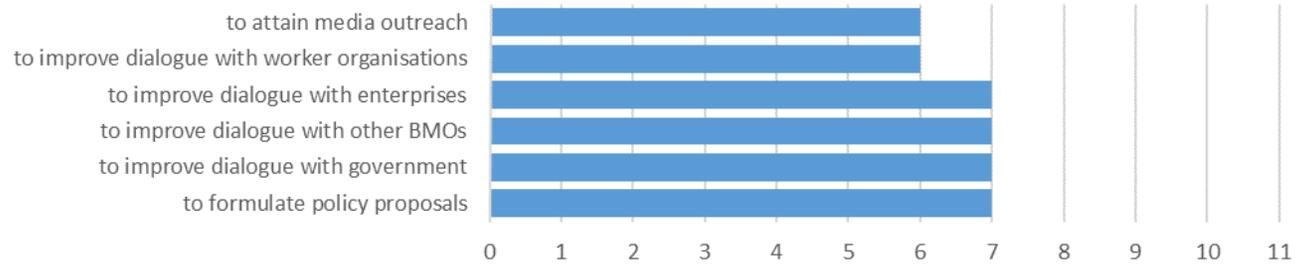
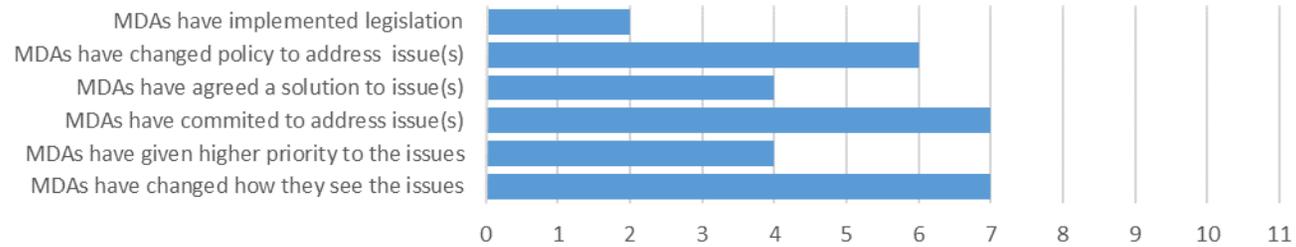
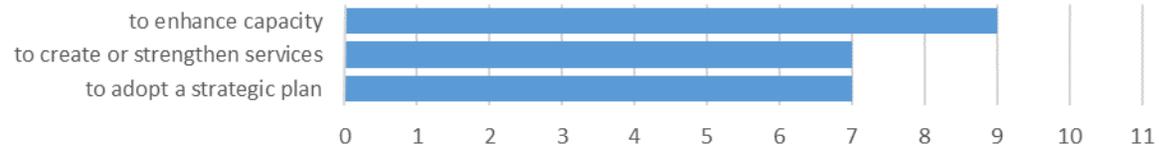


Figure 4 Q17. Have public bodies considered all or part of one or more of your policy proposals?



18. Describe the activities undertaken with the support of ILO-ACT/EMP all

Figure 5 Q19. Did ILO-ACT/EMP support you...



20. What results (including policy reforms) were achieved from the activities carried out with the support of the ILO? If the organisation's capacity was strengthened, explain how. For activities started in 2012-13

For activities started in 2014-15

Appendix 9 Achievement against targets (across all projects)

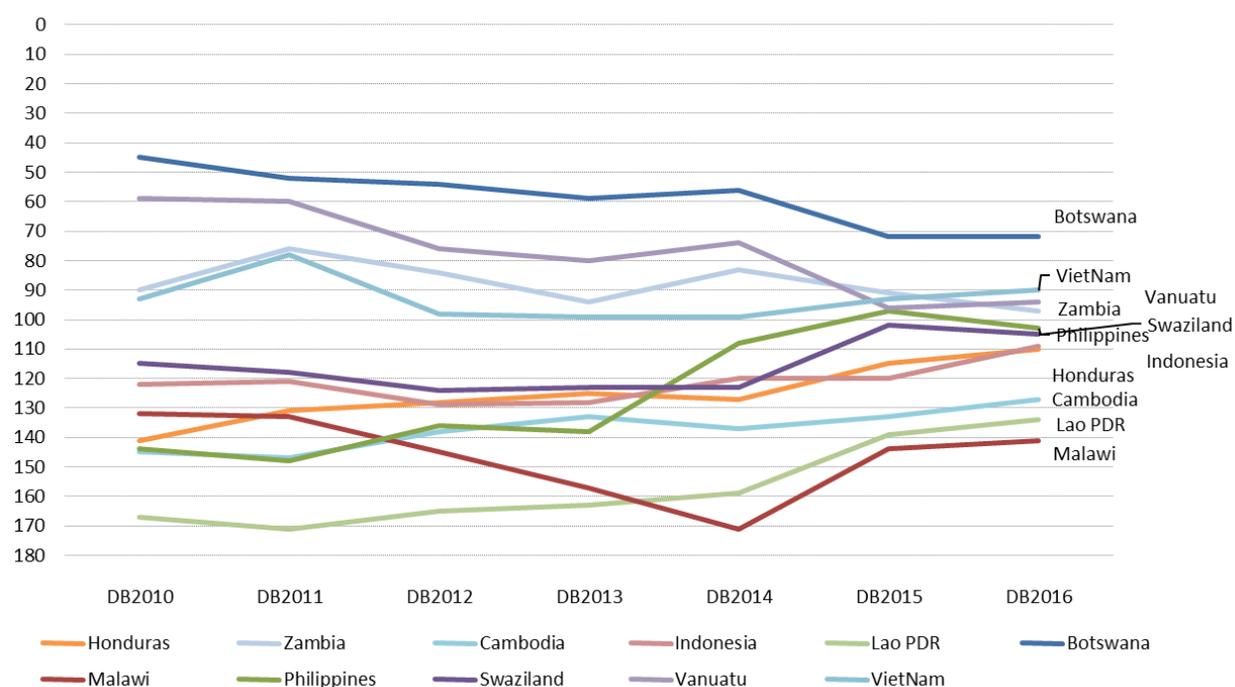
Indicator	Target	Achieved	Africa	Americas	Arab States	Asia-Pacific	Europe-Central Asia
Indicator 9.1: EOs that adopt a strategic plan	15	13	Botswana Cabo Verde Malawi Namibia São Tomé & Príncipe Swaziland	Antigua & Barbuda Peru		Fiji Myanmar Philippines	Albania Montenegro
Indicator 9.2: EOs that create or strengthen services for members	25	41	Botswana Burkina Faso Cameroon Chad Comoros Côte d'Ivoire Dem Rep Congo Ethiopia Morocco Senegal Sudan Tunisia Uganda	Barbados Bolivia Chile Colombia Costa Rica Guatemala Honduras Mexico Paraguay Surinam Uruguay Venezuela	Jordan Lebanon Oman	Cambodia Indonesia Malaysia Mongolia Philippines Timor-Leste Vanuatu Viet Nam	Armenia Georgia Republic of Moldova Montenegro Serbia
Indicator 9.3: EOs that have grown their capacity to analyse the BEE and influence policy	20	34	Benin Egypt Lesotho Malawi Senegal South Africa Swaziland Zambia	Argentina Bahamas Cayman Islands Colombia Dominican Republic Ecuador Honduras Mexico Nicaragua Paraguay Venezuela	Occupied Palestinian Territory	Cambodia Fiji Indonesia Lao PDR Mongolia Myanmar Philippines Thailand Vanuatu Viet Nam	Albania Bosnia & Herzegovina Macedonia Serbia

NB: Countries forming part of evaluation are highlighted in red

Appendix 10 Review of enabling environment

Figure 6 shows the Doing Business rankings for the 11 countries that are the subject of the evaluation. Changes in methodology by the World Bank make it increasingly difficult to assess a country's performance by looking at its absolute rank but it, nevertheless, gives a feel for how they are doing. The sample varies from Botswana (ranked 72 in DB2016) to Malawi (ranked 141), a difference of 69 positions out of 189 countries (37%). Malawi has, over the period shown, fallen as low as 171, though the Philippines has the greatest variation with a low of 148 and a high of 97, a difference of 51, and almost as great as the difference between Botswana and Malawi in DB2016.

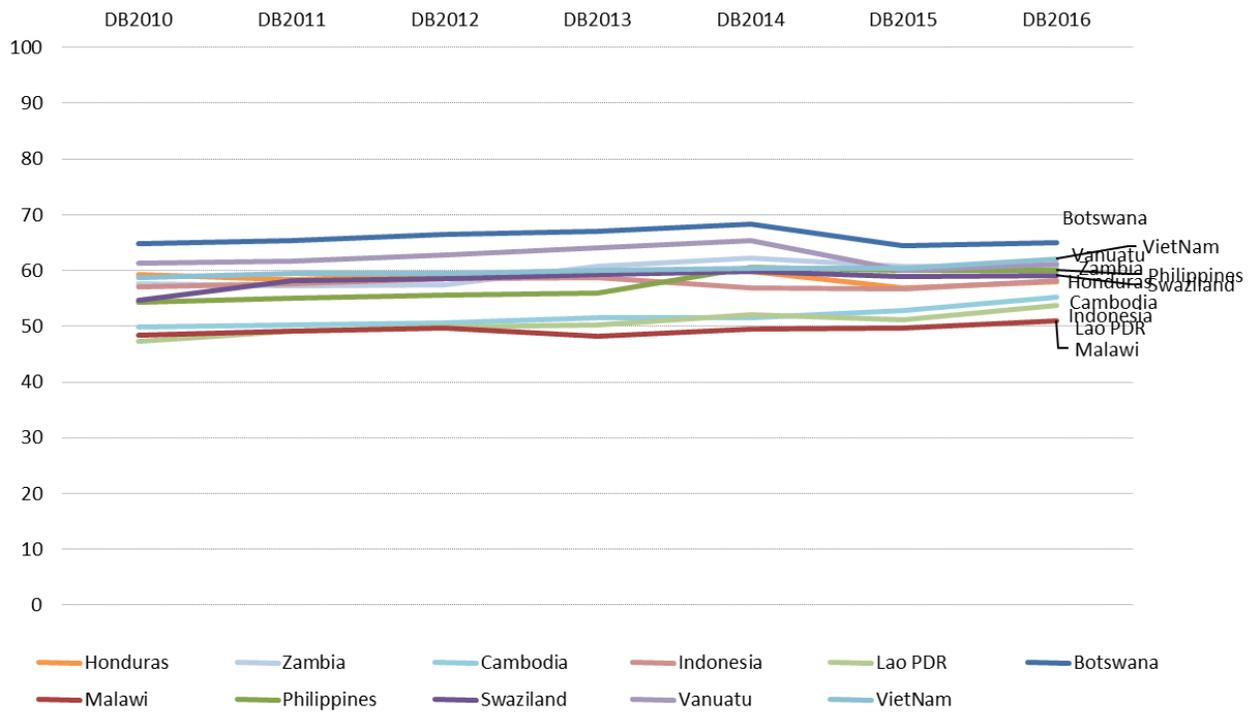
Figure 6: WB Doing Business rankings



Source: Data from WB Doing Business reports (2010-2016) (see doingbusiness.org)

Whilst the rankings might be good for headlines, they do not provide a fair representation of what countries have actually done to improve the enabling environment – they merely show how they have performed relative to others. The World Bank itself has recognised this and, since DB2010, has scored countries on their 'distance to the frontier', though this is still relative and dependent on the performance of the best. The scale for DTF is 0-100 (rather than to 189), with 100 the best (rather than 1). What is immediately obvious when looking at the chart is that the variation for any country has now reduced to no more than 7 per cent (for Lao) and for most it is around 3 per cent, suggesting that there has in reality been little change in the enabling environment in these countries. The total variation (from Malawi, still bottom, on 51 and Botswana, still top, on 65) is now just 14 percentage points. It is much easier to envisage a country improving its score by 5 or even 10 percentage points than it is to envisage them moving 30 or 40 places in the ranking, especially when others are also trying to improve their ranking.

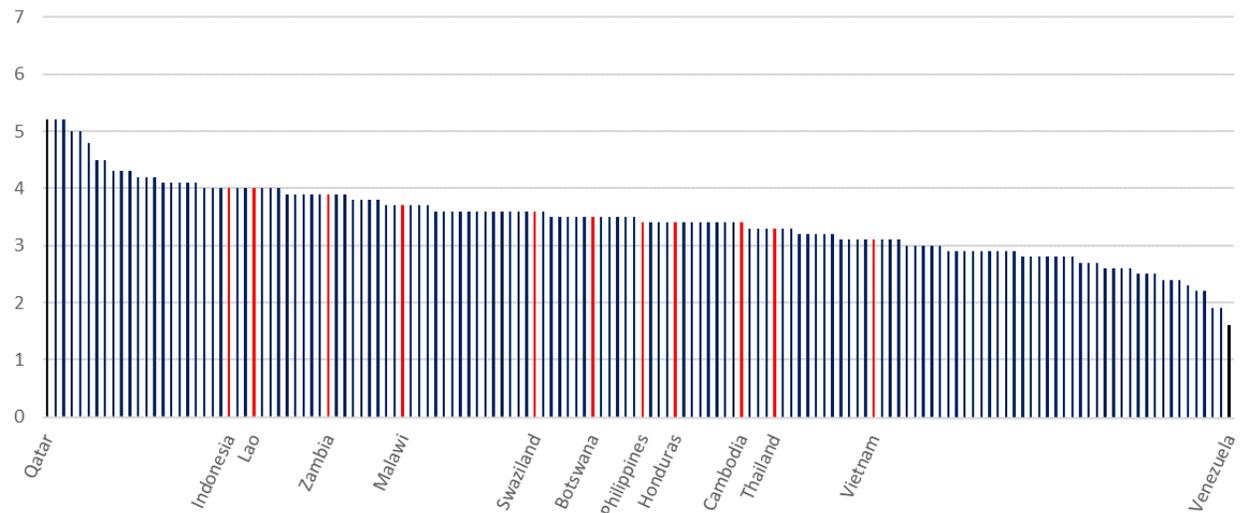
Figure 7: WB Doing Business Distance to Frontier



Source: Data from WB Doing Business reports (2010-2016) (see doingbusiness.org)

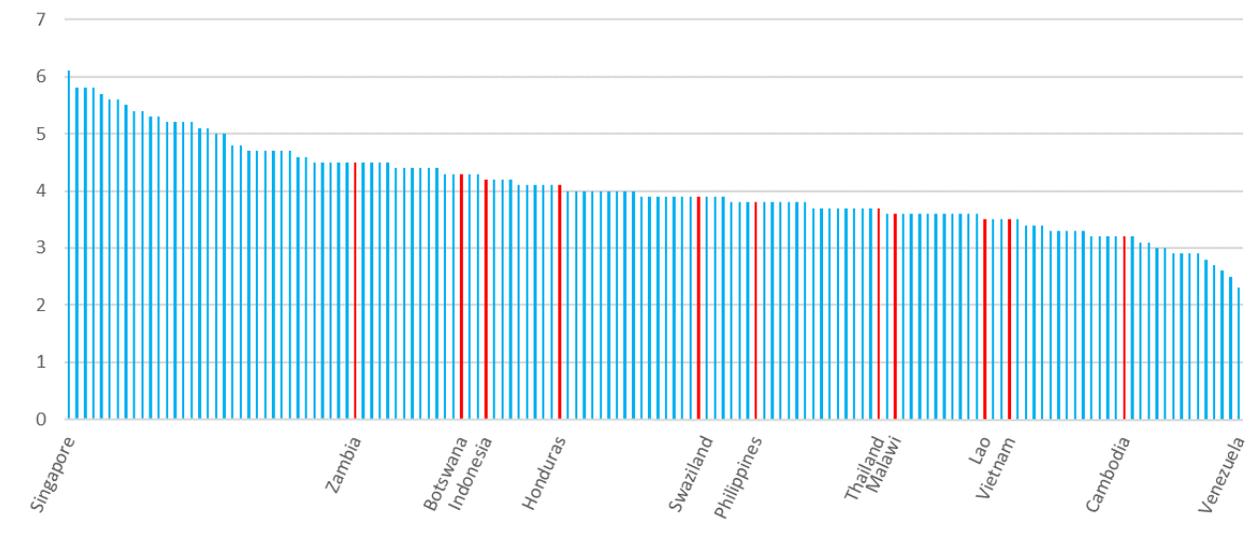
The World Economic Forum also researches and publishes performance measures, mainly looking at competitiveness. It publishes its Global Competitiveness Index annually.

Figure 8: GCI Burden of government regulation



Source: Schwab (2014)

Figure 9: GCI Transparency of government policy making



Source: Schwab (2014)

Appendix 11 Cambodia: CAMFEBA

CAMFEBA was launched around 2000 and seems to be an independent voice of employers. The board is dominated by foreigners, some ex-pat with business interests in Cambodia and some representing inward investors. There is a secretariat of around 25 staff, which the board is aiming to develop. CAMFEBA's website, which is very good, with its policy position papers appearing almost the top, explains that CAMFEBA has some 227 corporate members, 11 business association members and 26 non-profit members. This understates its potential influence however. One of its members for example is GMAC, with 600 members and all the exporting apparel manufacturers, since they have to join GMAC to secure an export licence. Apparel contributes about 16 per cent of GDP, employs as many as 650,000 people and delivers as much as 80 per cent of Cambodia's exports, though the fabric is largely imported from China. There are around 1,000 (exporting) garment factories, of which possibly 97% are owned and managed by foreigners – from China, Singapore, Korea, Japan and Taiwan. Though labour costs are not a large part of the total cost, the whole cost structure is very price sensitive. If labour costs rise too much, it is easy for the owners to pack all the equipment into a large truck and move, overnight, to somewhere such as Myanmar.

In all CAMFEBA represents around 2,000 businesses. Key sectors that it does not yet represent are small business and women entrepreneurs (though it is trying to bring the Federation of Associations of SMEs of Cambodia (FASMEC) and Cambodia Women Entrepreneurs' Association into membership) and the bankers. They do however co-operate with all of them – and also with the bilateral chambers such as AmCham and EuroCham. It also talks to foreign embassies, and even encourages them to support their position to government.

It is formally recognised (for example, by ILO, as the organisation that represents employers. However, it recently decided "to broaden its organisational scope from traditional labour and social issues to a wider set of issues concerning business" (CAMFEBA 2014: 1). It proposes to widen its policy portfolio, basing proposals on evidence, to identify constraints on private sector growth.

The buyers, all of whom are international, are very influential and are pushing hard to maintain low prices. They provide a specification which garment factories in many countries can meet, and then select entirely on price.

In addition to the normal stakeholders, employers, trades unions and government, there are arguably two additional stakeholders in Cambodia, the owners (though possibly not different to the employers) and the buyers.

So CAMFEBA's role in this is to support the employers to become better negotiators when talking with trades unions and government about the minimum wage. A measure of the success so far is that opposing parties have moved from killing each other, as happened two years ago, to understanding each other's position more clearly.

There are other business associations in Cambodia, including the Chamber of Commerce and the Rice traders, but CAMFEBA is regarded as the apex.

CAMFEBA's income comes from subscriptions (20%), fees for member services (60%) and from projects (20%) comprising ILO and CIPE though CAMFEBA is currently in discussion with the Dutch Employers' Co-operation Programme (DECP). Membership is up by 30 per cent over the last two years, which CAMFEBA explains is for a number of reasons, but believes that improved policy influence is certainly one.

Historically, CAMFEBA has focused on developing services (including training and legal services, with as much as 60% of their income from services), both as a way of supporting their members and as a way of

generating revenue, and rather less on policy, but ILO has been encouraging them to get more involved in policy issues.

A Government-Private Sector Forum has convened twice annually since 2001 under the chairmanship of the prime minister. It is organised around sector-specific working groups, each co-chaired by a representative of the private and public sector. CAMFEBA co-chairs the working group on industrial relations. Bettcher et al (2015) report that reforms implemented through the forum have generated private sector cost savings of as much as \$69m and suggests that the forum has not only improved government understanding of private sector needs but also encouraged the business community to adopt a more holistic view towards improving the economy. However, until 2015, the private sector tended not to research the evidence needed to make persuasive arguments. This changed with support from the ILO.

It seems as though CAMFEBA's policy work is entirely funded by ILO. The ILO helped CAMFEBA (back in 2011) to review its strategy, including broadening its mission to "promote the environment for successful business growth and support employers to achieve excellence in business practice". There are five strategic objectives, including representation, strengthening the legal services, providing training and expanding the membership. It supported the preparation and publication of a business agenda (CAMFEBA 2014) which was launched by the Minister for Labour in 2014 – and which CAMFEBA says has effectively been adopted by the government as its own agenda. ILO has also supported the researching and publication of two detailed research and policy position documents, one on the minimum wage and one on the need for updated trade union law, which is an issue that has been discussed since 2008. They explain that spelling out their evidence and their policy objectives clearly has made a significant difference in the way that other stakeholders (including the trades unions) view them. The General Manager explained that he is "really proud" of them – and commended Gary and Jae Hee for being "really helpful" in their mentoring as these policy positions were developed. Indeed, they see their enhanced research and publications as one of their recent successes and perceive that this both helped them grow their public image and promote CAMFEBA as the key representative of the private sector.

ILO started by supporting CAMFEBA to think about their strategy. It seems that CAMFEBA was helped largely by using the EESE toolkit from start to finish, though this did not always work well, since not everything was needed. ILO is now more likely to pick and choose from the toolkit when working with EOs which makes sense. The strategy focused on social dialogue legislation, skills and corruption. However, it is the labour issues that dominate.

In 2013, with ILO support, CAMFEBA undertook survey of employers and, as a result, prepared a country assessment following the 17 pillars and then prepared a detailed Vision 2020. However, they had no policy team to implement any of the recommendations, so ILO agreed to pay for a person, initially for a year. An economist was appointed as policy manager in January 2015. Whilst CAMFEBA understands that they will have to take over paying for this role, ILO would like to fund support for at least a further six months if possible.

CAMFEBA was supported through the NP for a year so that they could recruit an economist, Chum Senveasna, effectively as policy manager. ILO has supported capacity building, including paying for staff to visit the training centre in Turin and installing the CRM, which was described as "making a big difference" in improving member retention from less than 90 per cent to more than 95 per cent. As ILO's official 'partner' in Cambodia, CAMFEBA is invited to participate in key ILO meetings.

CAMFEBA consults with its members through meetings, surveys and on-line in order to identify issues and set priorities. Members are also invited to comment on draft positions which can then be amended. They also however identify issues through their regular discussions with government. Once they have developed policy position, they communicate it back to their members, but also aim to use all their networks to ensure that their position is widely promoted.

CAMFEBA has focused on two critical areas: minimum wages and trade union legislation. They prepared two good policy papers both of which were published in the second half of 2015. Both gained significant media attention. It seems that the board perceives that they now have evidence at least as good and comprehensive as the other stakeholders. There is some evidence that the papers have influenced public policy on both these topics as illustrated by successive drafts of government documents (though amending TU legislation is an issue that has been around for more than 10 years). And it seems that both have raised the credibility of CAMFEBA with other stakeholders. The board have realised that dialogue on issues such as this is not always simply the chairman picking up the phone to the President and that achieving agreement that lasts requires something more than just a 'political negotiation'. CAMFEBA is now trying to move the minimum wage negotiations (which only apply to apparel and shoe manufacture) out of the political arena and into a more technocratic arena in which decisions are based on evidence. It seems that this is beginning to happen.

The minimum wage comes up for discussion every year. Until two years ago, it was largely a bilateral discussion between the garment manufacturers and the garment trades unions (the minimum wage currently only applies to apparel and footwear) but CAMFEBA has promoted it as having implications for the rest of the private sector (and indeed there is talk of it being extended to other sectors). The board explains that it largely now orchestrates the tripartite discussions in relation to minimum wage. Last year the minimum wage was \$128 per month. Based on their evidence, CAMFEBA argued that it should not rise by more than inflation and set \$135 as their top limit. The tripartite discussion eventually settled for \$135. The Prime Minister, presumably trying to burnish his credentials with the trades unions, then unilaterally raised it further to \$140. This was still acceptable, just, to the private sector. I was told a story, however, about how price sensitive the work is: apparently two separate orders, for two million pieces each, were recently lost to Bangladesh, because they offered a price 10c/piece lower. (En passant, we talked about threat to jobs from automation: this was seen not to be much of a threat because electric power is expensive and there is a lack of people to keep machines working; relocation was perceived not to be too much of a threat because of Cambodia's favourable investment regime.) The negotiations apparently received extensive coverage in the media, which is not entirely independent, though coverage was perceived to be more positive than in previous years. Whilst there are some free-riders, the board perceives that CAMFEBA's recent successes has helped to attract and retain members. Part of the member benefit is invites to lunch with policy makers, which CAMFEBA thinks is also helpful.

There are more than 3,000 trades unions, with 86 federations and 14 confederations. But there is no overarching organisation that could act as a counterparty to CAMFEBA, which makes it very hard for CAMFEBA to discuss anything with them. They note that their relationship with individual trades unions depends on the union – and further note that some seem to have a leadership pursuing their own agenda rather than a legitimate agenda of their members. They believe that a trade union law will now be adopted by the end of 2016 – though have little idea how much of their proposals will be incorporated into it.

The government had proposed that there should be a skills development levy, also set as percentage of the wage bill, but in 2015 CAMFEBA successfully persuaded the government not to do this.

CAMFEBA is now beginning to look at additional issues, including the ASEAN economic community. It has also been lobbying in relation to the proposed Health Insurance Fund within the National Social Security Fund. The government is proposing to levy a percentage of wages and proposing that this is split between employer and employee. Neither is yet determined; CAMFEBA is arguing to keep the total as low as possible and to split the contributions 50/50 (though any imposition on employees is likely to lead to a demand for a higher than average pay rise). This is due to happen by June.

Tourism is a sector that is growing in importance – and CAMFEBA is beginning to research the sector. Competitiveness is regarded as a major issue – partly because Cambodia is not especially competitive and partly because they could wear higher wages if productivity also increased. CAMFEBA is also beginning to

look more broadly at business environment issues (which seems to mean registration and licensing) and taxation. It is also working on ideas to promote the establishment of a labour court. The implementation plan mentions a Purchasing Managers' Index, which was planned to start in 2015, but has still not started. Whilst it is expanding beyond labour and social issues, it is stepping carefully, so as not to usurp the position of other associations, such as the Chamber. It would rather work with them.

Furthermore, the government is now beginning to seek a CAMFEBA view. For example, it has recently asked for CAMFEBA's views on private public partnership. However, CAMFEBA worries that its main Ministry is Labour and is keen to spread its influence to other Ministries including Commerce, Tourism and Finance.

A further illustration of the success that CAMFEBA is beginning to achieve is that the foreign and bilateral chambers are now coming to CAMFEBA to ask them about their position on particular topics and to seek to ally with them. So CAMFEBA, in turn, is beginning to look at more than just labour and social issues (and ILO is trying to help them to do this). The government is also increasingly coming to CAMFEBA to ask for their views.

ILO has also been helping CAMFEBA with their media work, so that they receive more sympathetic coverage.

CAMFEBA is receiving support from CIPE (until May 2016) to provide training, including in advocacy, for four of its association members and also from DECP (Dutch Employers). It does not appear as if this overlaps with the support from ILO. The French are supporting GMAC directly.

It seems that there is a danger of more than one ILO department giving advice that may conflict. ACT/EMP tries hard to ensure that EOs understand all the possible actions and the implications of each of those.

In the case of CAMFEBA, there is a sense that there is a genuine partnership and that they are making progress. Apparently, they regularly feedback how much they appreciate the support from ACT/EMP.

The board explained that CAMFEBA plays a role in IOE and suggests that it punches above its weight, for example, recently with a large number of African countries asking CAMFEBA also to represent them at a meeting.

CAMFEBA has been using the EESE tools – and has a promotional plug for them on its website. They say that they like the work ILO has been doing on gender. They are not promoting this especially vigorously to their members, but say that the culture is such in Cambodia that many businesses are run by women. I noted a lack of women in leadership in CAMFEBA itself – one out six in the management team and one out of four in the board members who came to see me – so perhaps there is still some room for some action. They do however offer training on gender and have disseminated information, not least about the law relating to recruitment, and say that this has changed the way that businesses recruit. CAMFEBA does not have sufficient resource to do anything on greening of business or SME tools.

CAMFEBA does little at present to evaluate whether its advocacy work is successful. In part, this is because it is still early days, but I also sense that it is in part because it is perceived to be too difficult. Yet some of what CAMFEBA is doing is clearly making a difference and doing something as simple as keeping a diary would begin to build a record of what it has achieved. The board members suggested that one measure of success is the fact that awareness has been raised and that members are talking about it.

CAMFEBA has been expanding its services over the last two years, not least because these generate income. When CAMFEBA was launched, it comprised one person half time working from the President's dining room, and the President often had to find the salary from his own pocket. Now they have 25 staff working from a three storey office. The board says that CAMFEBA is now sustainable, which they also see as a measure of success.

As well as providing training for members, CAMFEBA makes efforts to train its own staff. It has developed more in-house expertise on writing policy positions, for example, though would like to be able to continue to call on ILO for advice. It feels that it needs more support on gathering data (though it could commission others to do this for them). It feels that perhaps it needs to do more to transfer skills to other members of staff; nevertheless, it felt that it was a learning organisation.

CAMFEBA would like ILO to be more transparent. It perceives for example that it is putting a lot of money into Myanmar yet argues that Cambodia and Lao still need support. The board added that they would like ILO to be more open about its total country programme in Cambodia, even to the extent of having a briefing meeting every quarter. They say that ILO is open when they ask the questions, but that they don't always know what questions to ask. There seems to be a worry, though with nothing to substantiate it, that ILO is giving different advice to employers, trades unions and government, and that the final position on anything is not therefore always the best possible position for the employers. CAMFEBA would like ILO to do more to try to create an over-arching TU body so that CAMFEBA has an obvious counterparty.

CAMFEBA is very appreciative of the support that they have received from ILO. Veasna seems to be excellent. He did his Masters in Japan and then worked for three years for the Ministry of Finance (on a project funded by the Japanese Embassy) looking at regulation, but largely without thinking through the implications for the private sector. So he brings with him a good understanding of how to articulate issues to influence government as well as a good network of contacts. His contract expired at the end of December and has been extended for three months. CAMFEBA say that they want to keep Veasna "for ever", though they also were at pains to stress that they do not have the resources if ILO is unable to keep supporting the position. Veasna has clearly learned a lot whilst he has been at CAMFEBA. But they come across as not being sufficiently serious about finding the resources needed to keep him.

In conclusion, CAMFEBA has made significant advances in its ability to prepare research evidence and policy position papers – the ones reviewed are excellent when compared to research and policy position papers prepared by BMOs in East Africa. My only recommendation would be to separate research and policy position into separate documents. The business agenda is very good, with a relatively small number of priorities and, on the whole, clear recommendations. The board has moved on from lobbying trusted contacts (the President is on a raft of company boards and government committees) based on vested interests to gathering detailed research evidence in order to offer persuasive argumentation to make their case. Whilst I was unable to meet other stakeholders, the result of the 2015 negotiation on minimum wage, ipso facto, was a success. It appears, prima facie, as though ILO support has made a considerable difference to the work and achievements of CAMFEBA. It would be sad to see those end prematurely and it is to be hoped that ILO can continue to support CAMFEBA. There would almost certainly be merit however in doing so through a tapered arrangement which will see CAMFEBA shouldering a growing part of the burden until they are paying all the costs.

Appendix 12 Vietnam: VCCI

Founded in 1963, VCCI represents the business community, employers and business associations. Its mission is to protect and assist business enterprises, to contribute to the socio-economic development of the country and to promote economic, commercial and technological co-operation between Vietnam and other countries of the world. Its two main functions are (i) representing the Vietnamese business community through the promotion and protection of the lawful, legitimate interests of Vietnamese enterprises and employers in domestic and international relations, and (ii) promoting the development of business enterprise, etc. It employs over 1,000 people. It seems that the so-called 'functional' departments do not get involved in advocacy; rather than they provide research and proposed policy positions to be taken up the leadership of the Chamber. It appears that the leadership have positions within the Party as well so boundaries between being a representative of the private sector, the state and the party are blurred.

VCCI is a big and rather bureaucratic organisation with close links to government. Government for example provides their office space. ILO has been working with VCCI for around 15 years and encouraged them to set up a Bureau of Employer Affairs (BEA). The policy work is largely undertaken from the Hanoi office, where BEA has around 12 staff; the big enterprises are largely based in Ho Chi Minh city, so there is some tension between the two. BEA has a further 43 people spread around all the regions. On reflection, setting up BEA may have led to an undesirable level of split responsibility, so there is greater effort now on encouraging BEA to work closely with other teams.

ILO has been supporting VCCI with both the expansion of services and policy. For at least 10 years and with considerable funding (and academic advice) from USAID, VCCI has researched and published a Provincial Competitiveness Index. The VCCI President, Mr Loc, asked the ILO for support to develop a labour market report. If such a report was to be sustained, working closely with the existing PCI process seemed to offer the optimal route. This requires the BEA and the legal team (who prepare the PCI) with support from the VCCI leadership) to work together. ILO provided some training to BEA on survey work and research. VCCI used the expanded the PCI survey instrument to gather detailed data on labour and skills and are currently working on a policy position document. Until this research, the PCI covered labour only in a perfunctory way. It has now been done more systematically and it is planned to publish a separate document in due course. The ILO is keen that VCCI will continue to do this, even without ILO funding.

Whilst ILO has previously supported VCCI with policy issues – for example, thinking through the implications of the agreements that will bring about the Trans Pacific Partnership – this was the first time that ILO had supported VCCI to start primary research. TPP requirements will have considerable implications, including on freedom of association and collective bargaining. The legislation is not yet in place – and there seems to be some potential for confusion with ACT/EMP advising VCCI, another part of ILO advising the trades unions and a third part directly advising the Ministry of Labour. However, they do try to co-ordinate.

ILO has also supported VCCI with work on non-discrimination. The impetus came from a project with CAMFEB, which was then repeated with VCCI. This time ILO encouraged BEA to work with the Vietnam Women Entrepreneurs' Council (also a division within VCCI) to prepare a set of guidance notes. (I noted that the guides all had an ACT/EMP logo on the front cover: ILO's preference is not to have their logo on the front – they are happy with an acknowledgement inside – but sometimes EOs like the additional credibility conferred by including the ACT/EMP logo.)

The **Bureau for Employers' Activities** (BEA) described the VCCI as the country's largest NGO. Whilst it is an NGO this is revealing since most business associations do not generally think of themselves in this way.

It represents businesses per se but also represents employers, unlike many countries that have a separate employers' organisation. They also explained that VCCI is recognised by government as a representative of the private sector. They say that they are 'assigned' responsibilities by government. They are recognised as the representative of employers and so participate in formal tripartite discussions. However, it then became clear that there is a second organisation that also represents employers, the Vietnam Co-operative Alliance. It seems that they do alternate years representing employers in the tripartite discussions. There are about 513,000 active companies in Vietnam, of which about 10,000 are in membership of the Chamber. They have 10,000 members and claim to represent 300,000 enterprises employing 10m people. VCCI is the apex organisation. Amongst its members, it has sectoral associations, regional chapters and direct members. It is more or less essential to be a member of the Chamber to secure an export licence or a certificate of origin.

However, they did say that subscriptions are set at a very low level and even then a large number of members do not pay (and seemingly do not cease to be members either). Income comes from fees for services (available to all businesses), donors and government (who effectively subsidise some of the fees for services). They were unable to tell me the split between them.

The Chamber is nominally independent, though the BEA suggested that it was not entirely independent and could see the conflict of interest. They also explained that the government is very 'pro-worker', so employers' issues can be quite sensitive, apparently much more so than issues related more generally to regulation.

When I asked about the mission of the Chamber, the BEA referred me to the slogan on the wall of the conference room. 'Uniting entrepreneurs', which complements the statement in the PCI introduction, but does not mention policy advocacy and representation. I asked about strategy – and was told that there was a strategy document but it was only available in Vietnamese; they did offer to send me their charter.

They say that VCCI has prepared a business development agenda, but that it is not available in English (though, see below, this did not seem to have a role in defining issues and priorities). They also say that VCCI has a broad role in looking at the enabling environment.

However, on being pressed, they did explain that policy advocacy is a major objective and that they participate in many of the government's drafting committees so they in turn need to consult with their members. By way of example, they quoted the government's desire to sign the TPP and so needed VCCI's opinion.

Their key counterpart is the Ministry of Labour, Invalids and Social Affairs (MoLISA) though they also have a relationship with the National Assembly office. Since 2013, they have participated in the National Wage Council. They describe this as a learning process. They say that they are limited in their data collection but that they are getting better at securing data from the business community. Oddly, wage data (or data that might help in wage negotiations) is not collected as part of the PCI, though the minimum wage does vary by region. BEA has been preparing internal reports to support their negotiations but nothing is available publicly. It was suggested however that they work closely with the textile business associations, the SME associations and VCA (all of which are also members of VCCI). En passant, they said that they also work with the foreign chambers including AmCham, EuroCham and KorCham.

VCCI is also a member of the National Labour Relations Committee, which meets a 'few' times per year. They have informal meetings with MoLISA regularly. They meet with the National Assembly Office (and the National Assembly has social issues committee)

Their main issues, apart from minimum wages, are skills development; private sector desire to have more freedom to negotiate local arrangement (and so avoid the 5,000 or more wildcat strikes over the last two years); and compliance with working conditions relating to TPP (though this seemed to be VCCI

persuading companies to work differently rather than an issue that they were raising. Each year they look for emerging issues, which come from discussions with MoL and the Trades Union – and on pressing said that they learned about issues from members (though they do not survey members specifically to identify issues). Apparently they have a meeting each year when members can raise issues. They then explained that VCCI (as opposed to BEA) does a survey, but it was not clear how much of that was really about seeking out issues. They also research and publish the Provincial Competitiveness Index which enables them to gain feedback from business. None of this, apart from the more narrowly focused PCI, felt systematic.

However, they say that they do consult on specific issue and that they do draft position papers, for example on the labour code, on the ILO conventions and on TPP and international labour standards. They say that drafts are then provided back to members for feedback (though it was clear that if they do go to members, they don't go to too many) and are then 'submitted' to government. They provided me with an example of a position paper, the *Position paper of VCCI on convention 87, 98 and convention 105*. It seems (a) that VCCI is working on issues of freedom of association, bargaining, child labour, forced labour, non-discrimination, working conditions, and (b) that the Government is considering adopting the relevant conventions and is consulting, amongst others, with VCCI.

So I asked what 'submitting' meant. They explained that lobbying is important, but that as a functional department, they would advise the (VCCI) President who, with his senior team, would do any lobbying that might be necessary and meet with policy makers. Depending on the complexity of the issue, someone from BEA might go along as well.

BEA staff receive regular training and development, though it became apparent that all the training that they have received has come about as a result of the relationship with ILO, and includes OSH, business association management, minimum wage and child labour.

In addition to ILO support, it seems that they have been receiving financial support direct from the Norwegian government. Most support from ILO is advice and training but they have given some financial support, for example to run ToT and ToE training courses. In turn the Bureau runs training and awareness raising courses on topics such as social insurance, OSH, social dialogue, non-discrimination, forced labour. Unlike other departments in VCCI, they do not charge fees, saying that people would not come if they did and that this is why they need external funding, though they also said that they reason that they primarily run ToT courses is because they could not begin to train all business, so focus on trainers, and that trainer make a lot of money out of doing training for VCCI.

BEA said that they had contributed to the Asian gender report. They also do a lot on small business: Mrs Tran is an accredited SIYB trainer and she waxed lyrical about the ILO support for SMEs.

Women empowerment is very important for VCCI (see more below). When they undertake consultations, they especially both involve women and ask about the implications for women. (But in the one position paper that they sent, women do not feature at all.)

ILO Hanoi has been providing mentoring support and research support, for example, on the minimum wage. Apparently, they are very good at providing technical support. ILO funds the preparation of research papers and position papers. It has funded the preparation of guidelines on how to run an effective employers' organisation. Support from ILO is based on requests from VCCI: BEA says that they put together a business plan (of what they want to do) and then look for organisations to fund it, so everything that they do is coherent. They said that ILO support "is the best" and would like more. They said that ILO is helping with the newest emerging issues. They perceived that their position papers had "improved their image" (though they were not sure how much notice the government would take of their

position papers). Their guide on non-discrimination had been circulated to all their members, but only a few had received training, primarily as a demonstration. It had also been well received by the media.

BEA says that sometimes the government moves in the direction of the employers, though reiterated their point about social and labour issues being sensitive, and employer and exploitation being seen to be synonymous, but believes that the government is increasingly conscious of the need to improve the regulatory environment and thinks that there is evidence that they are listening. They said that in business law, they “listen to many things” (and indeed a press story as I was travelling to Vietnam suggested at least some desire to do things differently), but employment issues are “more hard”.

The first (annual) labour report is due to be published in May. PCI has collected limited data on labour issues, but in the 2015 research added in partnership with BEA a large number of questions to understand the issue of skills more deeply.

As exemplars, they would hold up their work on starting and improving business, better work, and raising awareness of the need to improve working conditions.

Whilst they praised ILO’s technical support, they said that their financial procedures are really slow, leading to cash flow problems for BEA.

The **Legal Department** explained that VCCI has a focus on policy and advocacy and that they are main department to deliver that objective. They have three functions (i) policy and advocacy (commenting on government drafts and making proposals); (ii) providing input into international negotiations (such as TPP); (iii) focus on improving the business environment, for both foreign and domestic investors (eg customs procedures, land, tax – and they would consult with business on all of these).

The PCI is one of their initiatives, started in 2006, with support (about 70% of the total budget) from USAID. PCI is a major survey of business – for the 2015 report (not yet published) more than 11,000 businesses were interviewed. PCI provides a “comprehensive overview of the business environment”. They say that PCI has had five impacts: it has changed the mindset of political leaders (and they say that they have evidence that improving in a score does lead to more investment); empowers the private sector (because most businesses are SMEs and mostly do not have a voice because perceived to be less important than SOE and FDI firms), so PCI creates pressure for reform that will support SMEs; now have a long term dataset which will improve provincial governance (not least because the Provinces own data is not always accurate); it spreads good practice amongst the Provinces; and it inspires others: for example one group has launched a Public Administration in the Provinces Index (PAPI) with support from UNDP; some districts are using the PCI methodology to do District Indices.

During 2015, BEA partnered with the Legal Dept to add extra questions, with a focus on skills. BEA has taken on a consultant to analyse the PCI data related to labour and social areas. It plans to publish a report, separate to PCI, probably in May. It is considering creating a Labour Index. It would like to repeat the Labour Index annually, though it would not repeat the questions on skills. It was clear however that the Legal Dept was not keen on adding questions each year. They worry that it depresses the response rate (though that seems a curious view in a year when they had more responses than ever before).

The Legal Dept advocates through many channels. They participate in government drafting committees, though they did admit that the ultimate decision is taken by the government and not by the committees. However, they think that they have good evidence that they make a difference and that the government listens. As with the BEA they have route to the National Assembly as well as to government. They also promote their views through the Vietnamese Business Council, a public private dialogue mechanism which meets in June and December, with either the Prime Minister or Deputy Prime Minister and usually several Ministers. They organise workshops with the private sector and promote their ideas through the media.

They believe that VCCI is reasonably independent and cite as evidence the occasion two years ago when they raised the issue of corruption which they say no-one in government appreciated, but they perceive that the problem is now improving.

They do frequent surveys so issues emerge. They also consult their network of business associations. So they claim to understand the issues that business find pressing. However, it seems that their prioritisation depends on the plans of the National Assembly and the government. They say that their issue for this year is a law on SMEs (though I was unclear why this was needed, even after a long explanation).

There are about 10 people in the PCI team, of whom two work full time.

The **Vietnam Women Entrepreneurs' Council** (VWEC) is a department within VCCI, set up in 2001. Every business that is owned or managed by a woman and a member of VCCI is automatically a member of VWEC. They don't know how many that is, but estimate around 3,000. There is an executive board of 76 people. VWEC, unlike other departments, is a member of the steering committee of VCCI. It has 15 staff in Hanoi and one in each of the regional offices. Its objectives include (i) policy advocacy, (ii) trade, (iii) gender equality.

They did a project on gender equality with support from ILO that concluded prior to 2013. I asked what difference, if any, this made to the way that VCCI worked – but the answer seemed to be none. The explanation was that VWEC exists to support women entrepreneurs, though they then talked about empowerment. I queried therefore whether they only worked with women entrepreneurs and they explained that they also worked with women in business (supported, it seems, by UN Women). For women entrepreneurs, they provide training but also seek to change public policy.

From 2013, they worked with ILO support on a project to end sexual harassment in the workplace. They undertook a pilot project with around 24 businesses, running training programmes, and helping to draft company rules. In early 2015, they were part of tripartite discussions that designed the Code (it sounded like they said Court, but I think they mean Code) of Conduct on Sexual Harassment. This was largely collaborative and was approved by MoL in May. They say that their role is not to persuade companies to work differently. They agreed, in so far as anyone at VCCI is trying to persuade companies to change behaviour, that is a role of the Bureau of Employers' Activities.

The Bureau of Employers' Activities and the Vietnam Women Entrepreneurs' Council worked together and with ILO on the development of the ILO employers' guide to non-discrimination. They are currently collaborating on social security and retirement age.

Appendix 13 Zambia: ZFE

ZFE was set up by Act of Parliament in 1966 though at the time most employers were government or state owned enterprises. Now, however, it is totally independent of government and provides an independent voice for employers with a focus on labour and social issues, but is broadening out to encompass other issues. They have positioned themselves as one of the key private sector organisations consulted by government.

It has 415 companies in direct membership (which they estimate as about 10% of all employers); in addition, they have 10 sector associations in membership, so probably represent about 1,000 companies (around 30% of all employers). They estimate that their members employ 50-60% of the workforce in formal employment. Membership is voluntary and subscriptions provide around 90% of their income. They have a staff of 11, of which three represent ZFE in advocacy: Hilary Chilala Hazele (Economics & Policy Manager), the CEO, and the legal director (who is a woman).

They have a strategy, written with support from ILO, which they are about to review and hope that ILO will help them once again. Formally, its mission is to “promote and protect the interests of employers and business through the provision of business development services and advocacy for sustainable enterprises and conducive business environment”.

They have a partnership with DECP, who have been helping them improve their communications. They have a project on disability in the workplace, with some additional funding from the Embassy of Finland, and are aiming to set up a chapter in Zambia.

Setting priorities is a bit of a challenge. They have planning meetings, but most issues originate from government, so they find themselves forever reacting rather than being able to be proactive. Positively however, they are regularly asked for their views and even the Parliament is now beginning to ask for their views. They aim to consult, at the least, with their sector association members before responding, though timescales are often tight. They have joined with others to form the Private Sector Alliance, which brings together Chairs and EDs, but also brings together policy managers.

They have commissioned a consultant from the Central Statistical Office to undertake a skills survey, to assess skills gaps, with funding from ILO. A draft has been prepared but it has not yet been finalised, but should be completed shortly.

ZFE is trying to prepare more (short) policy statements. In particular, it is aiming for each member of the PSA to take on a business agenda item and prepare a statement to which they can all sign up.

Membership increased from 2012 onwards, largely as a result of the fracas over minimum wage, but problems with the economy have seen it deteriorate again from 2015.

The budget for advocacy and dialogue has risen in line with inflation. However, ZFE used to give lower priority to policy advocacy and had but a few projects; it is now doing much more.

In 2014, they took on a full time legal adviser, rather than buying in occasional legal services, and so have been able to offer a much better legal service to members. They have also been growing their consultancy and now offer to undertake work such as salary benchmarking surveys on behalf of members.

They have used EASE, to prepare their country assessment. They know of WIBM and have done some work on financial inclusion for women. They have linked with some women’s association and particularly cited construction. They also take care to ensure that they include a gender perspective in all their research.

Hilary sits on the steering committee for greening economies.

ZFE largely does not do 'research', but rather relies on the results of focus groups discussions, phone calls and e-mails to members to get a rapid response for government proposals. Hilary recognises that this is partly because they are still too reactive, though he stresses that they would like to become more proactive.

A consequence is that most policy proposals are actually counter-proposals. He cited an example where the government proposed a new policy on industrial accidents: ZFE and the Chamber of Mines worked together to make a counter proposal. ZFE did something similar in relation to electricity tariffs.

Hilary's perception is that ZFE has been instrumental in changing views amongst policy makers and that at least to some extent they have influenced policy (he cited examples of when the government decided to ban the use of US dollars and another when all international trade agreements had to be approved by the central bank, though in both cases it seemed that the government went ahead, and then realised that it was problematic, so attribution may be low). He does not believe that they have changed legislation. (However, based on the other interviews, it is clear that they have influenced policy makers and that they have influenced at least proposals to amend legislation: vide, casualization.)

ZFE has had a lot of support from ILO:

- Preparation of strategic plan
- The EESE assessment demonstrated how hard it is to do business and provided evidence that led to the government dropping some licensing requirements.
- They have worked together on child labour, especially in agriculture (and had some extra money from Japan Tobacco International, which is also a member of ZFE).
- Social security for the informal sector.
- Extension of maternity protection.
- Internships (where ZFE facilitated a pilot programme, and which is now part of their lobbying effort related to skills development).
- Capacity building of staff, including effective running of an EO and training (in Turin) on the CRM.
- Provision of CRM software, which has been really helpful and ZFE has become an exemplar, with their IT person being used a resource by many other EOs round Africa.

For achievements during 2014/15, Hilary cited the CRM, which has been very successful, and the disability in the workplace project, which emerged from work with ILO. He also cited their lobbying strategy on the minimum wage, where they pushed for a sectoral approach with ILO support and which the government accepted. However, the debate on minimum wage was actually in 2012.

For achievements in 2012/13, he cited the government making noise about amending the Employment Act. ZFE, with ILO support, requested that they go more slowly and take a more considered position. The government then fast-tracked some changes, but most of the amendments are still to come, so government did slow down.

NELMP: the government undertook an extensive review and adopted (in the view of ZFE) a position in support of the workers and at the expense of the employers. ZFE pressed the government on the importance of balance and explained that they felt some aspects needed more consultation. ZFE believes that by and large they were successful.

Employment Act: ZFE's proposal was largely prepared by the legal department. GRZ proposals included minimum wage increases, provision of a gratuity of three months' salary per year of service on leaving employment and other social protection. ZFE has submitted its position on all these and more. Last week, at the Tripartite Consultative Council, ZFE complained that GRZ had still not responded. However, all responses are now in the hands of the consultant drafting the bill (which seems to be to be an example, if

true, of the politicians abrogating responsibility). ZFE hopes that it will get a further chance to comment once the draft is published.

Casualisation: the proposal to change the rules, ZFE asserts, was largely at the whim of the Minister. This was one of the amendments to the Employment Act that was fast-tracked. The proposal specifically was that the employment of people on a 'casual' basis was to end and that once employees had worked for six months, or for a number of periods adding to six months, then the person would be deemed a permanent employee. ZFE lobbied MLSS – and on this occasion lobbied other Ministries as well – arguing that as employment in a number of sectors was tied to contracts or projects (such as construction and seasonal work in agriculture) this would simply deter investment. As a result, the Cabinet rejected the first proposal from the Minister though later accepted a proposal which was more (though clearly not wholly) acceptable to ZFE. Crucially, however, it recognised the need for flexibility in certain sectors and now has a clause which effectively says that people cannot be employed casually in a job 'of a permanent nature'.

Since most people told me about ZFE taking the government to court over the minimum wage, I asked about this. It transpired that this fight was in 2012, though everybody was talking about it as though it was last week. ZFE was unhappy (a) with the unilateral way in which the Minister had declared a rise in the minimum wage, arguing that they had not been consulted and (b) with the proposal for it become all-encompassing (ie, even covering those employees governed by collective bargaining arrangements). Given the wording of the original Act, the court agreed with (b) but threw out the argument for (a) on the grounds that Minister may, but did not have, to consult. The revised wording for the legislation stipulated that agreements reached through collective bargaining could not offer a wage below the minimum wage. Crucially, it raised the visibility of ZFE – and many more businesses joined. And, as noted, people are still talking about it today, so on balance it probably was an effective strategy. The minimum wage was set at K1,200 per month in 2012; in 2014, the Minister decided to raise the lowest wage in the civil service to K3,000 and toyed with insisting that businesses tendering for government contracts should adopt this policy. ZFE successfully lobbied against that idea.

It seems that the Private Sector Alliance is ineffective. The problem is that no-one is driving it forwards, partly because all BMOs are reactive and if anyone has time to be proactive, they do not want to prioritise PSA. The business agenda was driven by ZFE with ILO support, but it is not clear that much further will happen, except for the one or two issues with which ZFE aims to run. ZFE does however seek bilateral alliances, including the Chamber of Mines, ABCEC on green jobs and the Biofuels Association.

The Director's Message in the ZFE magazine is almost entirely devoted to dialogue, advocacy and policy reform. It notes the increase in invitations to consult from a wider range of public sector bodies. It highlights some of ZFE's successes. It conveys the impression of a BMO that is well connected and influential.

As well as seeking to influence government through lobbying channels, ZFE sits on a large number of boards and committees, and so is able to influence both policy and practice: National Pension Scheme Authority, Workers' Compensation Fund Control Board, Zambia Bureau of Standards, Zambia Consumer Protection Commission, Zambia Postal Services, Pensions & Insurance Authority, Technical Education Vocational & Entrepreneurship Training Authority, Economic Association of Zambia, National Economic Advisory Council, Occupational health & Safety Institute and Zambia Agency for Persons with Disabilities.

Appendix 14 Emerging good practice

The following pages record example of emerging good practice, using the ILO template.

Emerging good practice 1: supporting research and policy positions

Project title: Norway & Sweden funded programmes for Outcome 9	Project TC/SYMBOL: GLO/14/73/SID, GLO/14/59/NOR, RAS/14/58/NOR
Evaluator: David Irwin	Date: 7 March 2016
GP element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc)	It is increasingly clear that EOs (and indeed BMOs in general) cannot simply rely on connections and networks to influence government, at least if they want their reforms to last: rather they need to undertake (or commission) excellent and objective research and need to be able to prepare persuasive policy position papers.
Relevant conditions and context: limitations or advice in terms of applicability and replicability	EOs seek to influence public policy. Doing so requires that they have evidence and persuasive arguments at their finger-tips. ACT/EMP can support this and can encourage more EOs to prepare research and policy positions and can support them to ensure that what they prepare is of sufficient quality. This is applicable and replicable in all countries that have reasonably independent BMOs and where the government is willing to listen to those BMOs.
Establish a clear cause-effect relationship	There is some evidence from the evaluation that good research and policy positions can influence government (vide Cambodia, Honduras, Zambia and Vietnam amongst others). There is similar evidence available from other evaluation of BMOs seeking to influence public policy.
Indicate measurable impact and targeted beneficiaries	The outcome will be that government reforms a public policy; the impact will depend on the nature of the policy and on the nature of the reform but can be high. The immediate beneficiaries of policy reforms are the private sector, but the ultimate beneficiaries are workers (through improved incomes) and governments (through increased tax revenues).
Potential for replication and by whom	All EOs could do this, if there was sufficient resource to support them.
Upward links to higher ILO goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework	This support the achievement of Country Programme Outcomes and ultimately links to DWCPs, providing decent jobs.
Other documents or relevant comments	

Emerging good practice 2: EESE toolkit

Project title: Norway & Sweden funded programmes for Outcome 9	Project TC/SYMBOL: GLO/14/73/SID, GLO/14/59/NOR, RAS/14/58/NOR
Evaluator: David Irwin	Date: 7 March 2016
GP element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc)	ILO has developed a fantastic resource in EESE. This provides a range of written materials available from the EESE website for use by EOs, both on a standalone basis and as a reminder for people who have had more intensive mentoring. Whilst there are other sources of factsheets and support available, none look as professional as the ILO offering. This supports the EO in many of their advocacy related activities.
Relevant conditions and context: limitations or advice in terms of applicability and replicability	ACT/EMP Asia initially used the EESE toolkit 'from start to finish', though this did not always work well, since not everything was needed. They are now more likely to pick and choose from the toolkit when working with EOs and indeed that makes more sense. This is in line with ACT/EMP's approach which has always been to use the toolkit selectively.
Establish a clear cause-effect relationship	It is not possible for ACT/EMP staff to be available all the time when needed by an EO and in any event, EO staff often need reading material to support their learning. EESE provides this.
Indicate measurable impact and targeted beneficiaries	It is difficult to measure the impact of this alone, though it is possible to measure the impact achieved by an EO, and EESE contributes to the improvement in competence.
Potential for replication and by whom	The EESE toolkit could be used by BMOs all over the world. Whilst one or two of the resources may be specifically targeted at EOs, most would be wholly relevant for any BMO, and so could potentially support all the advocacy support funds. There is also scope to enhance the resource, for example, with links to materials prepared by others and exemplars of policy position statements.
Upward links to higher ILO goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework	Supporting EOs to become better at what they do will ultimately be reflected in improvements in the enabling environment and in more decent jobs.
Other documents or relevant comments	

Emerging good practice 3: support policy officers

Project title: Norway & Sweden funded programmes for Outcome 9 Project TC/SYMBOL: GLO/14/73/SID, GLO/14/59/NOR, RAS/14/58/NOR

Evaluator: David Irwin Date: 7 March 2016

GP element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc)	In some cases, ILO has contributed to the costs of a policy officer employed by an EO. Whilst there is a desire to work with organisations which are sustainable and do not require propping up, there are also good arguments on occasion for supporting EOs more directly, especially with the costs of employing a policy officer, as the support for COHEP and CAMFEBA has demonstrated. This links closely to the objective of supporting EOs to become more effective as advocates.
Relevant conditions and context: limitations or advice in terms of applicability and replicability	There is a worry that supporting EOs with the costs of employing staff will lead to even greater dependence. However, where the EO already exists and is likely to continue to exist, but cannot currently afford to employ a policy officer, then temporary support may demonstrate the benefit and stimulate them to continue when funding ends. This is applicable to many EOs and is easily replicable, resources permitting.
Establish a clear cause-effect relationship	There is good evidence (both from this programme, vide Cambodia and Honduras) that a dedicated policy officer can make a significant difference and that making a difference can lead to more businesses joining the EO (vide Zambia). There is similar evidence from other advocacy support programmes as well. What is missing is evidence that EOs will continue to support the employment of a policy officer or how long may be needed for the post to become so established that the EO cannot afford not to employ a policy officer. There is evidence from two BMOs supported by BEST-D in Tanzania that the person has become so important that they have found resources from elsewhere, in one case, to employ a second person, and in another case, to employ a third person.
Indicate measurable impact and targeted beneficiaries	The impact comes in the form of more policy reforms, which are measurable. The immediate beneficiaries of policy reforms are the private sector, but the ultimate beneficiaries are workers (through improved incomes) and governments (through increased tax revenues).
Potential for replication and by whom	There is considerable potential for replication, by all EOs supported by ACT/EMP, resources permitting.
Upward links to higher ILO goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework	This supports the achievement of Country Programme Outcomes and ultimately links to DWCPs, providing decent jobs.
Other documents or relevant comments	

Appendix 15 Lessons learned

The following pages record example of lessons learned, using the ILO template.

Lesson learned 1: Support EOs all the way through advocacy projects

Project title: Norway & Sweden funded programmes for Outcome 9	Project TC/SYMBOL: GLO/14/73/SID, GLO/14/59/NOR, RAS/14/58/NOR
Evaluator: David Irwin	Date: 7 March 2016
LL element	Text
Brief description of lesson learned (link to specific action or task)	EOs need support all the way through an advocacy project whilst they are developing their competence.
Context and any related preconditions	ACT/EMP has identified that support for EOs is not necessarily immediately reflected in greater influence or even in more dialogue: it takes time for governments and BMOs to become confident in talking with each other and even when the parties are confident, often the complexities of an issue mean that it can take years for a policy reform to work through the policy system. This is not always well captured due to the biennial nature of ILO programming.
Targeted users/ Beneficiaries	Employers' organisations
Challenges/ negative lessons – causal factors	Policy reform can be long and slow. It often needs longer than two years from identifying an issue, through researching and understanding the issue, preparing a compelling policy proposal, persuading the government to reform, and then checking that the reform has been implemented.
Success/ Positive issues – causal factors	ACT/EMP is aiming to build capacity, but much of what is needed is best learned 'on the job' rather than in a classroom. It would make a big difference to the development of competence if ACT/EMP was able to support EOs through a complete project.
ILO administrative issues (staff, resources, design, implementation)	There are implications here for planning and budgeting. On the other hand, providing support in this way could also provide some excellent material for case studies.

Lesson learned 2: developing actions plans and priorities

Project title: Norway & Sweden funded programmes for Outcome 9	Project TC/SYMBOL: GLO/14/73/SID, GLO/14/59/NOR, RAS/14/58/NOR
Evaluator: David Irwin	Date: 7 March 2016
LL element	Text
Brief description of lesson learned (link to specific action or task)	It is not always clear that action plans adopted by EOs follow on logically from country assessments. EOs however do need advocacy action plans and they need a small number of priorities. ACT/EMP could support EOs more effectively to identify priorities.
Context and any related preconditions	It seems as though the priorities reflect the shared priorities of the social partners and the specific priorities of the EO. It is still worth undertaking a country assessment, to provide a detailed situational analysis, but it may be more sensible to focus primarily on synthesising secondary data. The EO can then identify a small number of priority issues. If EOs approach government with too many 'priorities', at best, government will pick and choose. Better to focus on the EOs' priorities and then, when those are underway, to look at the next priorities. The limited resource available for research can then be used to explore the priority issues in more detail and provide enough evidence on which to build a policy position.
Targeted users/ Beneficiaries	The target is the EO but the beneficiaries are the private sector and potentially the workers when the firm becomes more profitable and pays higher wages.
Challenges/ negative lessons – causal factors	There are instances of EOs creating a long list of priorities (as in Zambia for example) and then not being able to argue for them all. Even if it were possible to argue for them all, there is a danger with a long list that government chooses what it wants and ignores the rest.
Success/ Positive issues – causal factors	Most success appears to come where EOs are very focused, such as in Cambodia where they have prioritised two areas.
ILO administrative issues (staff, resources, design, implementation)	The only implication is for the advice given to EOs; indeed there may be scope to save resource if less emphasis is put on doing country assessments.

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