

Full report

Evaluation of mainstreaming of full and productive employment and decent work by the United Nations system organizations

Prepared by

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Joint Inspection Unit

Geneva 2015



United Nations

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ABBREVIATIONS

AUCI	Uruguayan Agency for International Cooperation
CCA	common country assessment
CEB	United Nations Chief Executives Board for Coordination
DESA	Department of Economic and Social Affairs (of the United Nations)
ECA	Economic Commission for Africa
ECE	Economic Commission for Europe
ECLAC	Economic Commission for Latin America and the Caribbean
ECOSOC	Economic and Social Council
ESCAP	Economic and Social Commission for Asia and the Pacific
ESCWA	Economic and Social Commission for Western Asia
FAO	Food and Agriculture Organization of the United Nations
GDP	gross domestic product
HLCF	High-level Committee on Programmes
IAEA	International Atomic Energy Agency
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
IOM	International Organization for Migration
IMF	International Monetary Fund
IMO	International Maritime Organization
ITC	International Trade Centre
ITU	International Telecommunication Union
JIU	Joint Inspection Unit
MDGs	Millennium Development Goals
NGO	non-governmental organization
OHCHR	Office of the United Nations High Commissioner for Human Rights
PAHO	Pan American Health Organization
PBSO	Peacebuilding Support Office
RCO	Resident Coordinator's Office
SDGs	Sustainable Development Goals
TVET	technical and vocational education and training
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCDF	United Nations Capital Development Fund
UNCTAD	United Nations Conference on Trade and Development
UNCT	United Nations country team
UNDAF	United Nations Development Assistance Framework
UNDOCO	United Nations Development Operations Coordination Office
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UN-Habitat	United Nations Human Settlements Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNODC	United Nations Office on Drugs and Crime
UNOPS	United Nations Office for Project Services
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
UNV	United Nations Volunteers programme
UN-Women	United Nations Entity for Gender Equality and the Empowerment of Women

UNWTO	World Tourism Organization
UPU	Universal Postal Union
WFP	World Food Programme
WHO	World Health Organization

I. INTRODUCTION

A. Background

1. Full and productive employment and decent work for all are an internationally agreed goal, which is closely linked to the achievement of several of the Millennium Development Goals (MDGs), and to the ongoing discussion on post-2015 sustainable development goals. Achievements to date in terms of poverty reduction have been linked directly to progress in productive employment and social protection.

2. The Economic and Social Council (ECOSOC) and the Secretary-General have called on United Nations organizations, funds, programmes and agencies to lend their support to the achievement of full and productive employment and decent work for all. This goal takes on added relevance as the world strives to meet the Millennium Development Goals by 2015 and sets out a new sustainable development agenda post-2015. A review of how these United Nations bodies have responded to the call by the Council is timely.

3. The 2006 ministerial declaration of the Economic and Social Council stated: “We are convinced of the urgent need to create an environment at the national and international levels that is conducive to the attainment of full and productive employment and decent work for all as a foundation for sustainable development.”¹

4. In his report to the Economic and Social Council on the role of the United Nations system in promoting full and productive employment and decent work for all, the Secretary-General highlighted “the centrality of those objectives in international and national development strategies, including poverty reduction strategies, to achieve the internationally agreed development goals ... It makes recommendations on ways to translate those goals into United Nations system policy and operational frameworks and strengthen the United Nations system’s analytical and programmatic support to countries in making these goals a priority”.²

5. In 2007, the Economic and Social Council adopted resolution 2007/2 (and also 2008/18 in 2008) which, in paragraph 1: “*Requests* the funds, programmes and agencies of the United Nations system to continue their efforts to mainstream the goals of full and productive employment and decent work for all in their policies, programmes and activities with a view to sustained and well-coordinated follow-up of the ministerial declaration of the high-level segment of its substantive session of 2006;”³ And further, in paragraph 6: “*Calls upon* the United Nations funds, programmes and specialized agencies, as appropriate within their respective mandates, to assess and adopt in their action plans the three-phased approach to promoting the goals of full employment and decent work for all.”

6. In his report to the General Assembly, “A life of dignity for all: accelerating progress towards the Millennium Development Goals and advancing the United Nations development agenda beyond 2015”, the Secretary-General states, inter alia: “Renewed efforts are essential for achieving the Millennium Development Goals by the end of 2015. While providing an assessment of progress to date, the report also identifies policies and programmes that have driven success in the achievement of the Goals and can contribute to accelerating it. These include emphasizing inclusive growth, decent employment and social protection.”⁴

The role of decent work in the post-2015 agenda

7. In the past few years, in parallel with efforts to accelerate progress towards the Millennium Development Goals for 2015, the United Nations has begun work on identifying post-2015 Sustainable Development Goals. As part of the multi-level stakeholder consultation process the High-

¹ Para. 1.

² E/2007/49, Summary.

³ *Official Records of the General Assembly, Sixty-first Session, Supplement No. 3 (A/61/3/Rev.1)*, chap. III.

⁴ A/68/202 of 26 July 2013, Summary.

level Panel of Eminent Persons on the Post-2015 Development Agenda released a report, entitled *A New Global Partnership: Eradicate Poverty and Transform Economies through Sustainable Development*. The report identified “five big, transformative shifts as the priorities for a forward-looking, compelling and integrated sustainable development agenda based on the Rio principles”.⁵ The third transformative shift is identified as “Transform economies for jobs and inclusive growth” under which the first priority is to create opportunities for good and decent jobs and secure livelihoods, so as to make growth inclusive and ensure that it reduces poverty and inequality.⁶ This is translated into proposed Goal 8, create jobs, sustainable livelihoods and equitable growth. The issue was also highlighted in the report of the United Nations system-wide task force, *Realizing the Future We Want for All* of June 2012, which was prepared by over 60 agencies and entities.

8. In the framework of the intergovernmental discussion on Sustainable Development Goals (SDGs) for the post-2015 period, the General Assembly established an open working group to prepare a draft for the SDGs post-2015. In the discussions of the Group and in the document submitted to the Secretary-General the proposed SDG (Goal 8) aims to “promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all”.⁷ Specific targets relating to this goal include, among others, productive employment, decent work for men and women, youth employment, entrepreneurship, protection of workers’ rights and combating child labour. At the time of writing the present report, the final set of post-2015 sustainable goals had not yet been finalized, but indications point to the fact that decent work and full employment will remain an important SDG.

9. Review of the mainstreaming of full and productive employment and decent work by the United Nations system organizations was proposed by the Joint Inspection Unit (JIU) and carried out as part of its programme of work for 2014. The Director-General of the International Labour Organization (ILO) welcomed the proposal and provided JIU with extrabudgetary funding to carry out the review.

B. Objectives and scope

10. The purpose of the evaluation is to provide information to the General Assembly/Economic and Social Council and to the legislative and governing bodies of the participating organizations and to the members of the United Nations Chief Executives Board for Coordination (CEB) on how the United Nations system organizations have implemented the resolutions aimed at mainstreaming or supporting the decent work agenda with a view to using the lessons learned in the finalization of the post-2015 agenda. The purpose of the evaluation is not to review ILO activities to mainstream decent work, but rather the United Nations system’s response.

11. The evaluation has three objectives:

- To assess how the United Nations system organizations have taken up the call from the Economic and Social Council to mainstream decent work principles into their own strategic planning/work at the inter-agency (CEB), headquarters, regional, functional commission and country levels. Special attention will be paid to organizations that have a strong mandate in the areas of poverty alleviation and social protection
- To identify what mechanisms are put in place within the United Nations system for mainstreaming, assess barriers to implementation and identify aspects of an enabling environment as well as the challenges faced by the system in integrating decent work issues at different levels
- To identify successes and good practices in mainstreaming the decent work agenda into the activities of the United Nations system organizations.

⁵ Chap. 2, available from www.un.org/sg/management/pdf/HLP_P2015_Report.pdf.

⁶ Ibid.

⁷ Open Working Group Proposal for Sustainable Development Goals, Introduction.

Scope

Coverage of organizations

12. The scope of the present evaluation covers the United Nations, its funds and programmes and specialized agencies who through CEB have endorsed the concept of mainstreaming decent work. It focuses on JIU participating organizations⁸ with particular emphasis on those organizations with a mandate for poverty alleviation, eradicating hunger, maternal health and HIV/AIDS. The evaluation will focus on four levels of the United Nations system in its efforts at mainstreaming: (a) through the inter-agency CEB/High-level Committee on Programmes (HLCP) mechanism; (b) the regional level/the functional commissions of the Economic and Social Council; (c) corporate headquarters level of the participating organizations; and (d) the country level.

13. As it was not possible to cover all nine of the functional commissions of the Economic and Social Council, the Inspectors decided to cover four of the functional commissions through opportunistic/convenience sampling in line with the selected mission locations: the Commission for Social Development (CSocD), the Statistical Commission, the Commission on Narcotic Drugs (CND) and the Commission on Crime Prevention and Criminal Justice (CCPCJ), as a sample. Throughout the present report, where references are made to the functional commissions, the Inspectors refer to the experiences and information received from these commissions.

14. All five of the regional commissions (Economic Commission for Africa (ECA), Economic Commission for Europe (ECE), Economic Commission for Latin America and the Caribbean (ECLAC), Economic and Social Commission for Asia and the Pacific (ESCAP), and Economic and Social Commission for Western Asia (ESCWA)) were covered in the present review.

Organizations/entities and issues covered/not covered by the review

15. The primary focus of the present review is on the United Nations system's response rather than on ILO, as it seeks to determine the extent to which the system as a whole has mainstreamed decent work concerns into its own policies, strategic plans and country-level plans. ILO has been mandated by its governing body to undertake an evaluation of outcome 19 of its *Strategic Policy Framework 2010-15: Making Decent Work Happen*. Therefore, the present evaluation does not cover the work of ILO, but where relevant, the role of ILO is discussed from the point of view of its cooperation with the United Nations system organizations.

16. The following JIU participating organizations, International Civil Aviation Organization (ICAO), International Telecommunication Union (ITU), United Nations Conference on Trade and Development (UNCTAD), United Nations Office on Drugs and Crime (UNODC), World Meteorological Organization (WMO) and the World Intellectual Property Organization (WIPO) had requested not to participate in the present review. The reasons they provided were that the topic was not relevant to their organizational mandate or that they did not conduct direct implementation projects at the field level. While in the case of some of those organizations, the Inspectors have reservations regarding such justifications, the requests were respected by the Inspectors and the report does not cover those organizations.⁹ One exception was UNODC which, as a result of field missions, was found to have projects relevant to decent work. In addition, as the United Nations Office for Project Services (UNOPS) is not part of CEB, it was decided to exclude it from the scope of the report. Two organizations, the Universal Postal Union (UPU) and the International Maritime Organization (IMO), did not respond to requests for information nor did they provide a questionnaire response despite repeated reminders. They did not communicate to the Inspectors any reasons for not participating in the present review.

⁸ The ILO *Independent Evaluation of the ILO's Strategy for Coherent Decent Work Policies* (September 2014) indicates in its Executive summary that those organizations of the United Nations system that are not participating organizations of JIU were covered by the ILO evaluation, e.g. International Monetary Fund.

⁹ IMO and UNCTAD are clear examples of organizations that have a mandate and activities related to the decent work agenda. That was confirmed by the United Nations organizations interviewed during the course of the evaluation.

17. The review covers the period from 2007 to 2013, since 2006 was the date of the first ministerial declaration requesting the United Nations system to support efforts to mainstream decent work.

C. Key definitions, conceptual framework and evaluation questions

Box 1: Definition of decent work and decent work agenda

Decent work: Decent work has been defined by ILO and endorsed by the international community as being productive work for women and men in conditions of freedom, equity, security and human dignity. Decent work involves opportunities for work that is productive and delivers a fair income; provides security in the workplace and social protection for workers and their families; offers better prospects for personal development and encourages social integration; gives people the freedom to express their concerns, to organize and to participate in decisions that affect their lives; and guarantees equal opportunities and equal treatment for all.¹⁰ The four pillars of decent work are: (1) employment creation and enterprise development; (2) social protection; (3) standards and rights at work; and (4) governance and social dialogue.

Decent work agenda: for the purposes of the present report full and productive employment and decent work for all is referred to as the decent work agenda.

18. ILO does not provide an explicit definition of “mainstreaming decent work” in its guidance materials; it indicated that the toolkit which was designed to support the mainstreaming of decent work followed the approach adopted during the gender mainstreaming process.

19. Based on the definitions of mainstreaming gender, the Inspectors put together a working definition of mainstreaming decent work which has been adopted for the purposes of the present evaluation.

Box 2: Definition of mainstreaming decent work

Mainstreaming of decent work: Mainstreaming decent work into the activities of the United Nations system organizations is a process whereby organizations ensure that their policies, strategies, programmes and activities are interlinked with employment and decent work-related initiatives, outcomes and objectives. Within their respective mandates, organizations embrace and enhance these outcomes and objectives by taking into account their implications in designing and implementing policies and activities at global and national levels.

Thus to mainstream means that agencies utilize a lens to see how their policies, strategies, programmes and activities are interlinked with employment and decent work outcomes and how they can enhance these outcomes by taking full account of their implications during the design stage and while advising and assisting countries and constituents with regard to their adoption and implementation. Clear political will and commitment to decent work principles should lie at the highest levels and there should be adequate allocation of resources (both financial and human) for mainstreaming.

20. In order to make an assessment of the level of mainstreaming of decent work undertaken by United Nations system organizations, the Inspectors identified 10 key factors based on the desk review, the legislative framework (Economic and Social Council resolutions on decent work), the working definition developed above, and the experience/literature from mainstreaming gender in the United Nations system.

¹⁰ ILO, *Toolkit for Mainstreaming Employment and Decent Work*, (2008), p. vi.

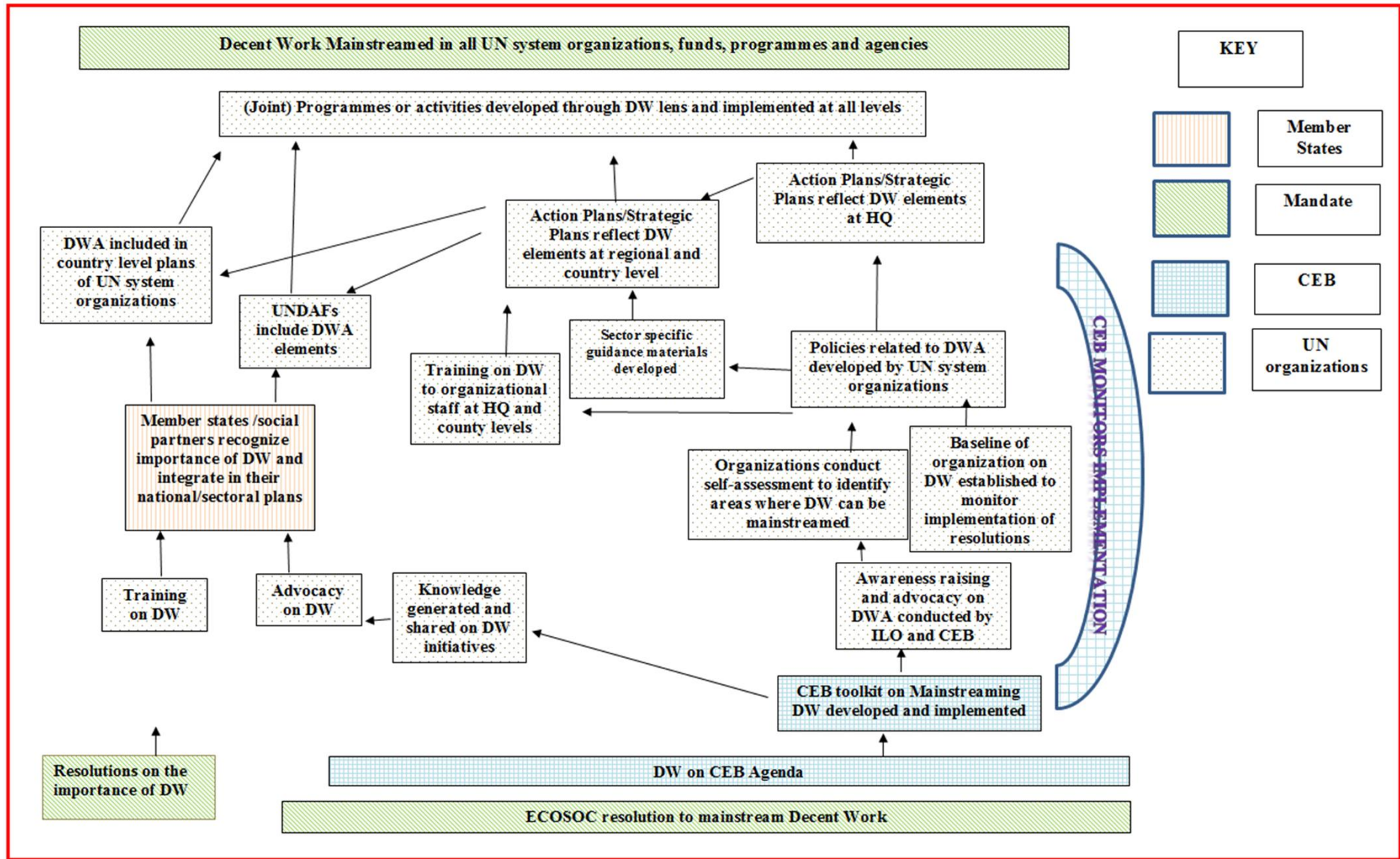
Box 3: 10 factors to indicate mainstreaming

Factors indicating mainstreaming in United Nations system organizations

1. United Nations organizations' awareness as regards issues relating to decent work is assessed and awareness is increased through actions of governing bodies, senior management or training of staff;
2. Elements of activities of United Nations organizations which are linked and contribute to the promotion of the four pillars of the decent work initiative are identified in the policies and strategic documents of United Nations organizations;
3. Decent work-related programmatic elements or initiatives appear in the work of United Nations organizations;
4. Guidance is elaborated and approved to promote systematically the decent work initiative in the programmatic activity of the organizations' departments and country offices;
5. Guidance is utilized and specific programmes and/or initiatives are approved and implemented taking into account one or more of the four pillars of decent work;
6. Joint actions or cooperation are planned and implemented with other United Nations organizations at corporate, regional, or country levels;
7. Cooperation is initiated through United Nations Development Assistance Frameworks (UNDAFs) or via other frameworks for country-level cooperation among United Nations country team (UNCT) members;
8. Decent work-related specific programmes or initiatives are monitored and periodically evaluated;
9. Good practices are identified;
10. A focal point unit or persons is identified as resource person within an organization aware of decent work who can provide advice to colleagues. Financial and human resources being set aside for this would be a positive indicator.

Conceptual framework

21. A simplified logic model was developed based on the research and desk review. It takes as the starting point the Economic and Social Council resolutions on mainstreaming decent work while recognizing that there are other entry points to mainstreaming decent work. The framework shows the conditions that would have been needed to have ensured successful mainstreaming of decent work at all levels of United Nations system organizations. As the objective of the evaluation is to describe the system's response to the Council's resolutions, the other entry points are not delineated in this diagram. The diagram was used to understand the areas in which the United Nations system worked well and in which areas they did not perform as expected to reach the strategic goal of decent work mainstreamed in United Nations system organizations at all levels. This can help to further a better understanding of the overall picture, including of which areas need strengthening in terms of future strategy and to continue mainstreaming efforts.



Linkages among activities and conditions for success at different levels

Results hierarchy	Activities/outputs	Indicators of performance	Conditions for success
Result: impact/ contribution	Decent work mainstreamed into United Nations system funds, programmes and agencies		
Outputs See below			
Country level Operational level	Decent work integration in country-level plans for each organization and in UNDAF	Decent work mainstreamed into policies, strategies, programmes, projects and other activities At level of design, development, implementation, monitoring, evaluation	Decent work integrated in development plans and programmes of member States
		Result: enhanced ability: and other significant changes	
Regional programmes and regional/functional commissions	Decent work integrated in regional programmes Decent work integrated in work of regional/functional commission policies and strategies	Regional-specific programmes and initiatives developed Decent work issues are discussed at the Commission's meetings, increased attention of member State	-Involvement of national stakeholders into regional initiatives -Decent work reflected in national development policies and UNDAF
		Result: Enhanced guidance to country level on decent work	
Organizational corporate level Strategic planning and action plans and support provided for adoption	Assessment, development and action plans Training for organization staff at headquarters and country level Development of sector-specific guidance materials	<ul style="list-style-type: none"> • Self-assessment of decent work • Identification of areas of mainstreaming decent work • Baseline established (for monitoring) • Establish policy and strategy for decent work • Develop action plan for implementation of decent work (three-phased approach) Training modules Training conducted Training assessed Guidance materials developed/support for dissemination	Involvement of national and development partners Training and awareness for country partners
		Result: Enhanced awareness and knowledge of decent work and how to integrate	Political will and resources. See below
System-wide level Coherent and rationalized governance and institutional framework; mechanisms at system-wide level developed, implemented, monitored and reported upon.	CEB/HLCP role for institutionalization and system-wide promulgation ILO role	<ul style="list-style-type: none"> • CEB decisions • Guidance: toolkit developed and promulgated • Awareness-raising • Advocacy • Training • Knowledge-sharing system 	Member States demand and commitment to decent work Support to member States for decent work
Mandates : ECOSOC/General Assembly	Resolutions and mandates		Resources

Key evaluation questions

22. Evaluation questions were developed based on the conceptual framework above, the Economic and Social Council resolutions from 2006 onwards which requested the United Nations system to take on and mainstream decent work and the factors identified from the desk-review phase. The following are the overarching evaluation questions; the full list of subquestions is in annex III.

- What is the level of awareness among United Nations system organizations of the decent work agenda?
- To what extent has the decent work agenda been reflected in headquarters and national UNDAF-type strategies, policies and programmes by United Nations system organizations?
- To what extent is the decent work agenda relevant in the United Nations system organizations which have included/not included such goals in their strategic plan/development frameworks? If an organization has not included the agenda in its policies and programmes, what are the reasons?
- What were the most significant changes (at organization and country levels) as a result of efforts to implement the Economic and Social Council resolutions in connection with full and productive employment and decent work for all?
- Are the actions and efforts taken at organization (corporate) and national levels coherent with one another?
- Have the United Nations system organizations managed to work on mainstreaming the decent work agenda and utilized the toolkit developed in a continuous and sustainable way?
- What are the main factors contributing to the sustainability of decent work at the different levels?
- What are some good practices in countries where the United Nations system mainstreamed decent work in UNDAFs and implemented the decent work agenda in their country activities?

Evaluation criteria: effectiveness, relevance, coherence, sustainability.

D. Methodology

Description of approach and methodology

23. The evaluation methodology consisted of multiple methods of data collection and analysis and was mainly of a qualitative nature. The evaluation began with a desk review of documentation available for initial synthesis and analysis, used in the preparation of an inception report on design, scope, key issues to be addressed and evaluation questions. Data collection included: (a) questionnaires to organizations and regional commissions for information on their activities; (b) surveys of a select group of UNCT members and United Nations resident coordinators to gather information on their experience in mainstreaming decent work at the country level such as UNDAFs; (c) interviews with selected stakeholders on the use and implementation of strategic plans and guidance materials as well as to validate the findings from the questionnaires and desk reviews.

24. Missions were undertaken to conduct interviews at headquarters and functional commission locations in Geneva, New York, Rome and Vienna. Field visits were undertaken to five countries (Argentina, Cambodia, Republic of Moldova, Uruguay and Zambia) as well as to Chile to visit ECLAC. The team requested that another JIU team, undertaking a review of the regional commissions, carry out interviews on its behalf at ESCAP in Bangkok and at ECA in Addis Ababa. See the full list of stakeholders consulted in annex II.

25. Given that ILO had been mandated by its governing body to undertake a similar evaluation, albeit with a focus on ILO activities and efforts in mainstreaming decent work, JIU has endeavoured to avoid duplication in scope and in data collection.

26. Desk research included content analysis of the documents indicating the level of mainstreaming decent work:

- Analysis of the country programming frameworks (UNDAFs), to assess whether any UNDAF outcomes relate to any of the four pillars of decent work and explicit utilization of the term decent work
- Review of the strategic plans of JIU participating organizations on inclusion of decent work principles
- Review of organizational mandates and whether their self-reported mandates were correlated to whether they were able to undertake activities to mainstream decent work
- Review of resident coordinator annual reports on whether coordination (i.e. advocacy, awareness-raising, joint programmes) on the issue of decent work took place
- Status and assessment of the action plans on mainstreaming decent work as called for in the CEB toolkit.

27. Once the initial desk review had been completed, the team developed and administered a questionnaire to the JIU participating organizations to follow up with them on their utilization of the *CEB Toolkit for Mainstreaming Employment and Decent Work* and on their awareness-raising activities on decent work at headquarter, regional and country levels. The questionnaire contained a table listing 10 factors identifying the level of mainstreaming decent work, which the Inspectors asked the organizations to complete. Where information was not provided, this was followed up in subsequent interviews during the missions. JIU received questionnaire responses from 18 organizations. Seven did not respond to the questionnaire as six of them were not participating¹¹ in the review and two did not reply despite repeated reminders and follow-up. Further, a survey was sent to all United Nations resident coordinators and UNCT members in 90 plus countries with decent work country programmes to assess their awareness of the decent work agenda and involvement in UNDAF preparation and the challenges and obstacles faced in mainstreaming decent work. The survey for resident coordinators was sent to 134 of them and had a 35 per cent response rate; the survey for UNCT members had a 19 per cent response from 1,351 recipients.

28. In preparation for the field visits, the Inspectors utilized the results of the content analysis of the country programming frameworks as well as the review of resident coordinator annual reports and decent work country plans to prepare interview guides. In addition, the Inspectors requested that the resident organizations in the field visit locations provide them with a list of all programmes and activities related to decent work.

29. Visits were undertaken to a sample of five countries to interview the Resident Coordinator, UNCT members and Bretton Woods institutions to assess their awareness of the decent work agenda, implementation of decent work-related activities, the scope for collaboration, challenges faced and possibilities for the future. The host government counterparts for UNDAF preparation as well as some key line ministries were also interviewed to gauge the level of importance granted by the country to the decent work pillars and their assessment of the role and contributions of the United Nations system in that regard. In preparing the five country case studies, complementary documentation provided by various United Nations system entities during the field visits was also reviewed, in addition to

¹¹ UNODC did not send a written questionnaire response. It informed JIU that the review was not relevant to it.

national development plans and strategies, UNDAF progress reports, national MDG reports and outcome documents for post-2015 consultations.

30. The analysis takes into consideration extracts from the analytical work conducted and the minutes of interviews from the field visits and missions to headquarter locations as well as the factors indicating the mainstreaming of decent work (as discussed above) to provide a final overall picture of the response of United Nations system organizations to decent work. The tools developed under each phase are available on the JIU website.

Quality assurance process

31. In accordance with article 11.2 of the JIU statute, the present report has been finalized after consultation among the Inspectors so as to test its conclusions and recommendations against the collective wisdom of the Unit. The draft report was circulated to the organizations for correction of factual errors and the making of substantive comments on the findings, conclusions and recommendations.

32. An advisory group was constituted to provide substantive and strategic advice to the team on key pieces of its work, such as brainstorming on conceptualization, advice/comments on the inception paper, comments on the preliminary findings and the draft report. Members of the Group were selected among senior experts dealing with the decent work agenda in the United Nations or academic institutions and acted in their personal capacity. The Group members were:

- Stephen Hughes, Director of International Strategy and Professor of International Organisations, University of Newcastle
- Petra Lantz, Director, United Nations Development Programme (UNDP) Representation Office in Geneva, former Resident Coordinator and UNDP, United Nations Population Fund (UNFPA) and United Nations Children's Fund (UNICEF) Representative in the Cape Verde Joint Office
- Margaret Mottaz-Shilliday, Senior Administrator, Multilaterals Cooperation Department, ILO
- Rob Vos, Director, Social Protection Division, Food and Agriculture Organization of the United Nations (FAO).
- Wenyan Yang, Chief, Social Perspective on Development Branch, Division for Social Policy and Development, Department of Economic and Social Affairs (DESA), United Nations, New York.

33. To facilitate the handling of the report and the implementation of its recommendations and monitoring thereof, annex VII contains a table indicating whether the report was submitted to the organizations concerned for action or for information. The table identifies those recommendations relevant for each organization, specifying whether they require a decision by the organization's legislative or governing body or can be acted upon by the organization's executive head.

34. The Inspectors wish to express their appreciation to all who assisted them in the preparation of the present report, and particularly to those who participated in the interviews and so willingly shared their knowledge and expertise.

Limitations to the methodology

35. There were several limitations to the methodology:

- Low level of awareness and interest. The Inspectors found that many of the interviewees had low levels of awareness of what the decent work agenda was. They

needed to engage in intense discussions to explain the concept of decent work in order to receive relevant information

- Weak institutional memory. Due to weak institutional memory, some organizations were unable to identify any sources of information capable of answering questions relating to the work conducted immediately following the Economic and Social Council resolutions of 2006 and 2007. That limited the volume and validity of the data that could be gathered on the efforts of the organizations from 2006 to 2010 on the decent work agenda. The Inspectors recall the JIU recommendations in the report entitled “Records and archives management in the United Nations”¹² and point out that better institutional memory and knowledge management need to be implemented
- No dedicated structure/central coordination function on decent work. Many organizations indicated that they could not fill out more than half the questionnaire due to the lack of institutional memory on the issue, and to staff turnover. They were not able to identify which department or unit dealt with the issue in their organization
- Low response rate of survey. The methodology foresaw surveys for both the resident coordinators and UNCTs. The response rate from UNCT members was 19 per cent; given the low response rate as well as the geographically skewed sample, the Inspectors decided to exclude the results of the UNCT survey from the analysis of the report.

¹² JIU/REP/2013/2.

II. SUMMARY CONCLUSIONS AGAINST THE KEY EVALUATION QUESTIONS

General assessment on the level of mainstreaming across all four levels

36. Overall, the response of the United Nations system to the Economic and Social Council requests to mainstream decent work was a moderate success, although there were some significant differences between headquarter and country offices in certain cases. The country-level response through UNDAF and the country framework programme of the United Nations system organizations' field offices was strong; while at the level of the subsidiary bodies of the Economic and Social Council the response could be considered as moderate with some variations among the commissions. At the organizational level there was a significant variation of efforts to mainstream decent work ranging from strongly mainstreamed to ad hoc actions/no visible signs of mainstreaming.

Effectiveness

Awareness

37. In general, awareness of the decent work agenda as a concept among United Nations staff interviewed for the present evaluation was low. The lack of solid understanding amongst the staff interviewed appeared to be due to both a lack of training and the high staff turnover. Knowledge sharing was promoted with the development of a toolkit under the European Commission-ILO project through a knowledge-sharing portal, but the use of the platform was weak and many of the United Nations system staff interviewed were not aware of its existence. At the country level, however, awareness was higher among United Nations staff in several countries, largely due to decent work's prominence in the host country's political and development agenda and its influence on the UNCT and UNDAF process. (For further details see mainstreaming factor 1 in chapter V below, paras. 106-112.)

Implementation of the resolutions and CEB toolkit

38. It was found that none of the organizations had implemented the three phases for mainstreaming decent work, as called for in the Economic and Social Council resolutions. The CEB toolkit was conceived to assist United Nations system organizations to identify areas to mainstream decent work by delineating a road map for that purpose. Not completing the three phases compromised the effectiveness of mainstreaming decent work from that perspective. (For further details see paragraphs 89-95 below.)

Reflection in headquarter strategies and United Nations Development Assistance Frameworks

39. The evaluation found that the decent work agenda as a concept was reflected in only a handful of United Nations system organizations' strategic policies and documents. The inclusion of the agenda at the country level was far more visible, with most UNDAFs encompassing outcomes on employment creation (pillar 1) and social protection (pillar 2) and to a more limited extent rights at work (pillar 3). However, except for certain instances when UNDAFs explicitly referred to decent work as a stand-alone outcome or a cross-cutting priority, in most cases initiatives relating to the decent work pillars were not explicitly attributed to the term. (For further details see mainstreaming factor 2, paras. 114-122 below.)

Relevance

40. Most of the responses provided by United Nations organizations to the JIU questionnaire considered that the decent work agenda or individual pillars were relevant to their organizational mandates, but only a few of them acknowledged and conceptualized their mainstreaming efforts on the assumption that the agenda as a concept was a relevant entry point for their activities. The relevance of the first pillar of employment creation and enterprise development to organizational mandates was high, whereas there was an indication that organizations were increasingly starting to see social dialogue and standards and rights at

work to be relevant as well. It was rare for organizations to have embraced the concept of decent work as a package and mainstreamed it in an integral way; that was due to differing organizational mandates and the perception expressed by interviewees to the Inspectors numerous times over the course of the interviews, that that would be encroaching on the mandate of ILO.

41. There has been an increasing shift in the strategic priorities of United Nations system organizations towards those relating to decent work since the financial crisis in 2008, particularly with regard to the expansion of social protection and employment/job creation issues. Those shifts cannot be attributed directly to the Economic and Social Council resolutions on decent work. The underlying factor for the inclusion of social protection and employment/job creation in organizational activities is most likely due to the external environment (financial crisis) than the Council resolution. Organizations which mainstreamed decent work into their activities tended to be those whose traditional mandates and priorities were already related to the decent work agenda. (For further details see mainstreaming factors 3 (paras. 123-129) and 6 (paras. 135-140) below.)

Coherence between headquarters and national levels

42. While guidance and orientation on general programming and planning documents for field offices exist, only a few organizations provided specific guidance relating to the implementation of the decent work agenda to the field offices. While the experiences of these organizations show attempts at coherence between the headquarters and field levels, it is however difficult to make a global assessment on the coherence of the agenda programmes between headquarter and country levels. In the case of the five countries reviewed, with very few exceptions, most country offices received no guidance on decent work. It was found that the guidance produced for technical sectors showing linkages to decent work at the headquarters level was, where it existed, strong. Cooperation within headquarter units on decent work was more evident than between headquarter and country offices. See mainstreaming factor 4, 5 (paras. 130-134) and 7 (see subsection D (b) entitled “Level of incorporation of decent work in the United Nations Development Assistance Framework” in the five country case studies).

43. As far as the activities of UNCTs are concerned, coherence is stronger from the point of view of decent work issues. UNDAF priorities are first and foremost influenced by national government priorities. Other influential factors include efforts by United Nations resident coordinators and advocacy and promotional work by local ILO offices and the UNCT members. The coherence of these factors has a major influence on the extent to which the decent work agenda is incorporated into the UNDAF and can be measured by the incorporation of the decent work pillars into it. The review of UNDAFs generally shows that the decent work pillars of social protection, followed by employment creation, and to a lesser extent rights at work, feature prominently in UNDAFs in a significant number of countries.

Sustainability

44. The global and national dialogues on post-2015 sustainable development provided opportunities to keep decent work, employment and inclusive growth on the global agenda. Its likely inclusion in the SDGs would indicate wide acceptance and support at all levels for the United Nations system organizations to continue their work on mainstreaming decent work issues. Sustainability of results achieved however would require further investigation into what has worked and scaling up ad hoc activities to the level of organizational strategic and planning documents. Awareness-raising of staff will need to be strengthened to ensure sustainability of decent work-related activities.

45. In the case that the decent work agenda is included into the SDGs for the post-2015 period, in order to further foster an enabling environment and ensure sustainability of

mainstreaming efforts, a decision on the inclusion of the decent work agenda into the SDGs should be accompanied by moving the agenda higher on the agenda of the national development strategies of member States; continuous, and scaling up of, advocacy efforts by the ILO offices; increased efforts from the resident coordinators' offices supported by appropriate guidance and attention at the headquarter levels; stronger commitment to knowledge sharing and maintaining institutional memory; and identification and allocation of resources by organizations and donors to undertake future activities on decent work.

III. EFFECTIVENESS OF MAINSTREAMING AT ECOSOC AND CEB LEVELS

Legislative framework: ECOSOC resolutions and CEB response

46. Between 2006 and 2011 there were six key resolutions and ministerial declarations adopted by the General Assembly and the Economic and Social Council relating to decent work, which tasked the various stakeholders of the United Nations system to work on mainstreaming decent work. The key resolutions were:

- ECOSOC ministerial declaration 2006 (July 2006)
- ECOSOC resolution 2007/2 — The role of the United Nations system in providing full and productive employment and decent work for all (17 July 2007)
- ECOSOC resolution 2008/18 — Promoting full employment and decent work for all (24 July 2008)
- General Assembly resolution 64/135 — Implementation of the outcome of the World Summit for Social Development and of the twenty-fourth special session of the General Assembly (18 December 2009)
- General Assembly resolution 65/185 — Implementation of the outcome of the World Summit for Social Development and of the twenty-fourth special session of the General Assembly (21 December 2010)
- General Assembly resolution 66/125 — Implementation of the outcome of the World Summit for Social Development and of the twenty-fourth special session of the General Assembly (19 December 2011).

47. Economic and Social Council ministerial declaration 2006 and resolution 2007/2 requested that a type of review mechanism be implemented by requesting the Secretary-General to report on the progress achieved in the creation of an enabling environment for full employment and decent work and as the Chair of CEB:

to encourage the organizations and bodies of the United Nations system, within their respective mandates, to review the integration and implementation of the policies and plans to achieve the goals of productive employment and decent work for all, including women and youth, and in this context requests that they be brought to the attention of Member States and the relevant governing bodies of United Nations organizations.¹³

48. The above declarations and resolutions requested the member States, United Nations system organizations, regional commissions, functional commissions, CEB and the Secretary-General to work on issues of mainstreaming. The Economic and Social Council resolutions called for action by CEB in coordination with ILO, to develop and implement a toolkit to support the identification of areas of work for the United Nations system organizations to mainstream decent work; at the organizational level through a self-assessment exercise to identify areas where decent work could be mainstreamed and to develop action plans and policies to facilitate the mainstreaming of decent work. The regional and functional commissions were tasked with considering how their activities contributed to the goals of decent work and the impact of their policies on specific areas of competence. Finally, in order to turn the plans and policies into action and implementation, United Nations system organizations were asked to support individual countries through their UNDAFs (and other plans) to mainstream decent work. The resolutions also included requests to raise awareness on decent work and asked ILO to assist in developing a mechanism (Online Knowledge-Sharing Platform) for sharing its expertise on employment and decent work with the rest of the system.

¹³ Resolution 2007/2, para. 10.

49. Finding: The six key resolutions and declarations reflect a comprehensive approach addressing all key players and bringing the importance of the decent work agenda to the attention of member States, subsidiary bodies of the Economic and Social Council and United Nations system organizations. However, the resolutions lacked clear monitoring mechanisms for following up their implementation.

50. While the call for political attention and addressing the key players was of importance, the Economic and Social Council resolutions lacked a clear, strong mechanism for following up and monitoring the response of the United Nations system. Unlike, for example, the monitoring mechanisms in place for mainstreaming gender, the call to mainstream decent work was not accompanied by a strong description or attribution of a leadership role to any entity to follow up and review the progress achieved in considering and implementing the decent work agenda. The Secretary-General's report on poverty eradication highlighted the critical role of the agenda in eradicating poverty and included the Action Plan of the Second United Nations Decade for the Eradication of Poverty (2008-2017). This Plan played a role in keeping the agenda on the table, but did not go far in monitoring and making the system accountable for implementation of the resolutions.

51. It should also be noted that, unlike gender mainstreaming, the Economic and Social Council resolutions on decent work and the CEB toolkit did not include the need to mainstream decent work, in terms of standards and rights at work and social dialogue, for the management of the United Nations system organizations themselves. JIU reports on the use of individual consultancies,¹⁴ staff-management relations¹⁵ and the forthcoming report on the use of non-staff members, all revealed gaps within the organizations themselves on the application of the principles of decent work. Decent work in the organizations is not the focus of this review. However, the resolutions could have included some awareness-raising within the organizations on the importance of decent work.

52. Finding: The CEB response was supportive, forthcoming and called for some concrete actions and steps to launch and promote implementation. However, it was not sufficiently concrete in the assignment of longer term responsibility for implementation and monitoring.

53. CEB had requested ILO to develop a toolkit to support the identification of areas in which the United Nations system organizations could mainstream decent work; that toolkit was developed with ILO leading the process. The toolkit was the product of various consultations through the CEB mechanism and was endorsed by the executive heads of all member agencies of CEB in April 2007.¹⁶ In their initial response the CEB executive heads were supportive and forthcoming in their cooperation to develop the toolkit and promote the mainstreaming of decent work.

54. The toolkit called for a three-phased approach in action plans to promote the goals of full and productive employment and decent work. The three phases were: (a) each organization formulating, in close collaboration with ILO, its own action plan by the end of 2007/beginning 2008; (b) follow-up on the action plan by the end of 2008/beginning 2009 by promoting ownership by the organization and enhancing the decent work elements of its policies, programmes and activities, including consolidating decent work elements in larger clusters of the organization's mandate; and (c) establishing by the end of 2009 a system-wide action plan for the period 2010-2015. To develop the action plans, the toolkit called on organizations to undertake a self-assessment based on the checklist included in it. The toolkit,

¹⁴ "Review of individual consultancies in the United Nations system" (JIU/REP/2012/5).

¹⁵ "Staff-management relations in the United Nations specialized agencies and common system" (JIU/REP/2012/10) and "Staff-management relations within the United Nations" (JIU/REP/2011/10).

¹⁶ *Toolkit for Mainstreaming Employment and Decent Work*, p. vi.

however, stopped there and did not provide any further details on who would aggregate the action plans to develop the system-wide action plan.

55. ILO was specifically requested in the resolutions to support the development of a toolkit, but was not given a clear role in monitoring its implementation and the subsequent mainstreaming of the decent work agenda. Given the unanimous endorsement of the toolkit by CEB, however, it was to be expected that all United Nations system organizations had intended to conduct the three-phased approach. The Inspectors are aware of only 13 organizations that conducted the first phase of the three-phased approach. When the Inspectors asked the other organizations why they had not conducted the first step, most replied that it was because the agenda was not relevant to their organization. The Inspectors observed that an issue which was endorsed by all executive heads had not received due attention in the organizations and there was no documented attempt by the CEB members to identify, at the time of the toolkit launch, which of those entities were considered to have the relevant mandates. The Inspectors were informed that such discussions had taken place during a CEB retreat.¹⁷ However due to the confidential nature of the retreat portion of CEB, the Inspectors were not able to find documentation to substantiate which members explicitly decided not to implement the agreed three-phased approach.

56. For those CEB member entities who did conduct the self-assessment phase of the toolkit, that was an intense period of activity and with the support of a project funded by the European Commission, “Developing the UN CEB toolkit within the decent work campaign”, ILO offered its expertise to support the United Nations system.

57. The Inspectors noted that the decent work issue was on the agenda of CEB/HLCP throughout 2007, but references to it gradually became less and less frequent. A desk review of the summary of conclusions from the CEB regular sessions (between 2006 and 2013) and the Report of the High-level Committee on Programmes (2006-2013) showed that in 2007 HLCP was called upon to monitor the conduct of the self-assessment and HLCP members were expected to report to

HLCP in September 2007, so that CEB can provide an input to the Commission on Social Development, which will be reverting to the theme of employment and decent work at its session in February 2008. While conducting this exercise, each agency should start identifying and selecting its own knowledge-based tools, networks and good practices and post them in the inter-active platform of the “toolkit” in order to make them available to all participating agencies. The HLCP should monitor this process and report on progress in ways that will enable all agencies to provide their inputs.¹⁸

CEB gave its full endorsement to the toolkit. It agreed to proceed along the steps outlined by the ILO Director-General, as set out above.

58. There are only limited references to the toolkit and progress on the self-assessment post-April 2007. At its September 2007 session, the Chair of CEB had “noted with satisfaction the progress under the leadership of the International Labour Organization (ILO) with regard to the toolkit on employment”.¹⁹ At the following session in April 2008, “The Director-General of ILO thanked those organizations that had completed the self-assessment and the *Toolkit on mainstreaming employment and decent work*, and reminded others to expedite that process in view of the requirement for him to report to the Economic and Social Council on progress made.”²⁰ At its HLCP meeting in 2008, “The representative asked organizations to designate a focal point to facilitate timely completion of the self-assessment in compliance with the

¹⁷ CEB Greentree Retreat in July 2005.

¹⁸ CEB/2007/2, para. 18, First regular session, ILO headquarters (Geneva, 20 April 2007).

¹⁹ CEB/2007/2, para. 14, Second regular session of 2007 (New York, 26 October 2007).

²⁰ CEB/2008/1, para. 48, First regular session of 2008, para. 48 (Bern, 28 April 2008).

mandates of the Chief Executives Board and the Economic and Social Council.”²¹ After those remarks there was no further mention of the toolkit or of monitoring the progress made by the CEB and HLCP members in conducting or following up on the self-assessment. In fact from that point onwards, CEB referred to certain aspects of decent work such as the social protection floor initiative. HLCP members discussed the global financial crisis and the global jobs pact at length, but not explicitly regarding either the toolkit or the mainstreaming of decent work in line with the Council resolutions.

59. Finding: After the endorsement of the toolkit prepared by ILO, CEB/HLCP did not effectively review the response or progress made by the United Nations system organizations in a systematic manner. While the awareness-raising function of the CEB decision should be recognized, that unanimous endorsement was not transferred into a change in the way in which CEB members thought of decent work nor were those ideas translated into robust and intentional actions across the United Nations system.

60. CEB members initially embraced the main messages of the Economic and Social Council resolutions and undertook concrete steps to develop, refine and endorse the toolkit. However, the lack of a clearly defined lead role for any one United Nations entity, and of an obligation to report back to the Council on the results achieved, brought about an inconsistent response from the organizations and momentum was lost. The external context of the time, namely the global financial crisis, led attention away from mainstreaming decent work by means of the toolkit to higher priority issues of crisis response, particularly reducing unemployment and expanding social protection.

61. In addition to the lack of articulation of a clear lead role, and of a monitoring and follow-up role for specific United Nations system entities, and the above-mentioned global financial crisis, the Inspectors identified several other factors that affected the enabling environment for mainstreaming decent work within the system.

62. In a system such as that of the United Nations made up of various organizations with widely differing mandates, governance structures and type of work (humanitarian, normative, development), the Economic and Social Council resolutions on decent work which addressed the entire system might have been too ambitious and cast too wide a scope. The Council, in its resolution, and CEB could have done better to identify the specific United Nations system organizations to which decent work was particularly adapted. In other words, the organizations with traditional mandates in poverty alleviation, development, social protection, those dealing with technical sectors promoting rights through and at the workplace, and HIV/AIDS-related organizations, considered themselves most relevant to the decent work agenda, whereas more normative organizations setting specific standards thought they were less relevant. The issue might have seen better focused attention if the Council and CEB had specified to which organizations those resolutions were relevant and had agreed on an organization or group of organizations to deal with monitoring and support for implementation. Absence of such decisions resulted in lack of clarity as to who was accountable for implementing the actions agreed upon.

63. The decent work agenda with its four pillars is an inseparable, interrelated and mutually integrated concept. The toolkit tells organizations that the decent work pillars are not something that should be picked and chosen, that all pillars should be taken into consideration in policies and programmes and that careful attention should be paid to the fact that action taken in one pillar did not undermine the others. The Inspectors, however, found various levels of adherence and interpretation regarding the decent work concept amongst the interviewees, with some understanding that all four pillars should be worked on, while others

²¹ CEB/2008/4, para. 80.

explained that all four pillars should be considered and the pillar relevant to the organization should be worked on. Given the complexity of the concept and the varying interpretations found among the technical experts, including in ILO, it is understandable that organizations were not able to mainstream decent work consistently across the system. What the Inspectors found missing was documentation on whether any organization had raised those issues of relevance to organizational mandates at the HLCP/CEB level when the concept and toolkit were endorsed. The decent work agenda, as complex an idea as it is, and without a commonly agreed interpretation, may not have been the most appropriate concept to have been chosen as a general mainstreaming task for the entire United Nations system.

64. An additional factor, that lessened the attention and ultimately the success of mainstreaming decent work, was the plethora of agendas which United Nations system organizations were being asked to mainstream into their plans, programmes and strategies. Although all were important global goals, given that the United Nations was being asked to do more with less, priorities were being set and the many requests to mainstream were de facto competing demands. Whether it was climate change, the human rights approach, or gender, the decent work agenda was competing for attention and space in the strategic plans and programmes of the United Nations system organizations. Given that some of those other mainstreaming agendas came with a more robust monitoring mechanism and clear leadership attribution, decent work had completely fallen off the agenda of some of the CEB members.

Conclusions

65. Absence of a differentiated strategic approach, taking into consideration organizational mandates as well as the comparative and added value of the various organizations in the implementation of the decent work agenda, resulted in the limited success and impact of the CEB intervention.

66. In future, members of the Economic and Social Council should be encouraged to draft resolutions which are accompanied by a clear attribution of a lead agency and the required resources, buttressed by a mechanism for monitoring implementation and an accountability framework including a reporting chain.

67. The recommendation below is expected to enhance the effectiveness of implementation of Economic and Social Council mandates.

Recommendation 1

The Secretary-General in his capacity as Chairman of the United Nations Chief Executives Board for Coordination (CEB) should initiate a review of how United Nations system organizations can contribute to promoting employment and decent work-related issues in the context of the post-2015 Sustainable Development Goals. The CEB response should identify the participatory and accountability framework and monitor its implementation.

IV. RESPONSE OF SUBSIDIARY ORGANS OF ECOSOC

68. The subsidiary organs of the Economic and Social Council are the five regional commissions and the nine functional commissions.²² The Inspectors, as noted above, carried out interviews and received questionnaire responses from the five regional commissions and chose four of the functional commissions to include in the scope of the present report. The Inspectors met and interviewed the secretariats of the functional commissions (DESA for the Commission for Social Development and Statistical Commission, and UNODC for the Commission on Narcotic Drugs and for the Commission on Crime Prevention and Criminal Justice).

A. Functional commissions

69. Finding: Attention and commitment to the decent work agenda in the four functional commissions reviewed have varied from their not having discussed the issue at all, to having decent work on their agenda, to taking a concrete decision on decent work issues. There was lack of a systematic approach and awareness of the agenda amongst the commissions and none of them reported back to the Economic and Social Council on results achieved or decisions taken. The Inspectors point out that this is due to the lack of such provisions in the Council resolutions as well as of any vigorous initiatives and suggestions from most of the secretariats of the commissions.

70. Of the four commissions interviewed, the Commission for Social Development showed the highest level of awareness and included decent work-related issues on its agenda several times. The Commission has paid close attention to the agenda and its interest and awareness of the issue predate the Economic and Social Council resolution to the World Summit held in 2005. The Social Perspectives on Development Branch of DESA indicated that, although it did not hold any specific training activities on decent work, it had made efforts to include panellists well versed on the decent work agenda during the Commission's panel discussions, as well as to mainstream the agenda into the policy recommendations in reports it had prepared. The secretariat of the Commission pointed out that awareness of decent work and its pillars was very high amongst the member State representatives in the Commission.

71. The Commission for Social Development has included decent work in its agenda for the past six years. It is noted that the Commission's agenda started out mainly with items relating to pillar 1 of decent work on employment, but more recently it had also discussed issues relating to pillar 2 on social protection. Side-events organized around Commission meetings have focused on the social protection floor initiative and youth employment, which has not only raised the awareness of Commission members but also of United Nations inter-agency staff who attended the Commission meetings.

72. The Statistical Commission also paid attention to the decent work agenda; however, it did not work in detail on labour (decent work-related) statistics as that was "subcontracted" to the International Conference of Labour Statisticians, which is supported by the International Labour Office. The Commission received reports relating to decent work as information or for discussion. The reports submitted to it dealing with labour statistics were drafted by ILO, and the secretariat of the Commission played less of a role in putting them on the agenda of the Commission. The Commission's reports of the past years contained several references to work done in improving the labour statistics methodology including work aimed at measuring the quality of employment.

²² Commission on the Status of Women, Commission on Sustainable Development, Commission for Social Development, United Nations Forum on Forests, Commission on Population and Development, Statistical Commission, Commission on Narcotic Drugs, Commission on Crime Prevention and Criminal Justice, and Commission on Science and Technology for Development.

73. The secretariats of the Commission on Narcotic Drugs and the Commission on Crime Prevention and Criminal Justice indicated that the functional commissions had not taken up the issue of decent work nor discussed its relevance in committee meetings. The reasons given were that they were already overstretched, generally they did not have enough time to discuss cross-cutting issues and there was no explicitly formulated reporting obligation to the Economic and Social Council on the resolutions mentioned.

74. Even though the Commissions on Narcotic Drugs and on Crime Prevention and Criminal Justice had paid no attention to putting decent work on their agenda, work carried out by UNODC on alternative development/livelihoods and alternative crops, although not explicitly labelled as decent work, was very much in support of the decent work agenda. There were side-events on alternative livelihoods/development in the context of their meetings. However, the Commissions' secretariat pointed out that decent work also very much related, and could be recast as relevant, to the demand side of drugs and crime where access to decent work could be seen as a preventative measure as could training prisoners in prison to ensure they went back to decent work opportunities. Those are all areas on the agenda of the Commissions and their attention to them could encourage UNODC to look at the issues from a decent work perspective.

Conclusion

75. A review of the functional commissions selected showed that there was no systematic approach amongst them in taking up the decent work agenda and that they paid varying degrees of attention to it. Although the level of attention paid was not high in any case, two of the commissions did deal with elements relating to the agenda, which nevertheless contributed to promoting and strengthening work of the respective United Nations organization on those issues.

76. The recommendation below is expected to enhance the effectiveness of mainstreaming the decent work agenda.

Recommendation 2

The Secretary-General should direct the secretariats of the functional commissions who have not yet done so to review the implementation of the decent work provisions of the Economic and Social Council resolutions and to identify areas of their work that could benefit from a decent work lens.

B. Regional commissions

77. The regional commissions were asked in Economic and Social Council resolution 2007/2 "to address the challenge of full and productive employment and decent work for all in the various dimensions of the international development agenda and to assess the impact of policies in their specific areas of competence on the achievement of employment and decent work for all".²³ The Inspectors collected information from all five regional commissions and interviewed four of them (ECA, ECE, ECLAC, ESCAP) in person.

78. Finding: The type of response from the five regional commissions to considering and mainstreaming decent work varied greatly. Differences in their reaction to decent work can be attributed to regional differences and member State government priorities as well as to the mandates given by member States to the regional commissions.

²³ Para. 2.

79. In terms of mandates, ECE is the only regional commission which does not currently have a mandate on social development. The ECE aim “is to promote pan-European economic integration. To do so, it brings together 56 countries located in the European Union, non-EU Western and Eastern Europe, South-East Europe and Commonwealth of Independent States (CIS) and North America. All these countries dialogue and cooperate under the aegis of UNECE on economic and sectoral issues”.²⁴ Therefore, ECE work on decent work issues is confined to very specific issues which are mandated by the Commission such as population and ageing and through the European Conference of Statisticians. The other regional commissions do have mandates in economic and social development and in fostering intraregional development. They range in nature from being a think-tank-like entity with research and policy briefs on decent work such as ECLAC, to carrying out more regional and country support activities (such as ECA, ESCAP and ESCWA).

80. Finding: The regional commissions tackled the issues of decent work through raising the awareness of member States in their region, undertaking regional-level projects and activities relating to decent work and developed methodological tools and research and policy briefs.

81. In terms of putting decent work into regional commission programmes and on the agenda of their discussions and high-level political meetings, ECLAC has shown the strongest level of mainstreaming. Decent work has been on the agenda of the Commission sessions and is part of political discussions at various regional meetings of political leaders. In the analytical work of ECLAC decent work issues receive high attention. The annual flagship publications of ECLAC cover these issues extensively and specific studies on labour market problems are issued periodically, together with ILO. Internally, the political decision to make tackling inequality central to the work of ECLAC has been a vital catalyst as ECLAC considers decent work to be the master key for equality. As such, since 2010 the decent work agenda has been strongly mainstreamed into the Commission’s work; its strategic framework and work programmes for 2008-2009, 2010-2011, 2012-2013 and 2014-2015 all include references to decent work, and regular position papers on inequality were produced by the Commission in 2010, 2012 and 2014. ECLAC presently has a five-six person informal focal point group on decent work derived from the following divisions — economic development, social development, gender affairs, statistics, productive development and trade. These informal focal points occasionally come together to discuss issues relating to decent work.

82. ECA and ESCAP undertook several regional projects in their regions with notable examples at ECA on youth unemployment through the Joint Youth Employment Initiative for Africa and at the request and in collaboration with the African Union, activities relating to youth and women’s decent employment. At ESCAP projects on decent work relate to youth employment, women’s empowerment, migration and social protection.

83. The Inspectors took note of the good examples of intraregional commission cooperation on some projects and activities as well as training relating to decent work, such as the project, “Strengthening national capacities to deal with international migration: maximizing development benefits and minimizing negative impact”, initiated by ECLAC which prepared the project document with inputs from DESA, the other United Nations regional commissions and the Regional Commissions’ New York Office; or the workshop on strengthening dialogue to make migration work for development in the ESCAP and ESCWA regions. Furthermore, ECLAC, ESCAP and ESCWA worked together on the Development Account on social protection, and finalized a Social Protection Toolbox that forms a knowledge platform for global information-sharing and peer learning. ESCAP initiated projects across the region,

²⁴ Available from www.unece.org/termsofreferenceandrulesofprocedureoftheunece.html (website accessed on 9 October 2014).

such as “Strengthening social protection” and “Strengthening the capacity of governments in the ESCAP, ECA and ESCWA regions to respond to the needs of youth in formulating inclusive and sustainable development policies” which was designed with ILO and other social partners.

84. A notable example of intraregional horizontal cooperation on the decent work agenda was the improvement in statistical indicators relating to decent work and the quality of employment. ECE initiated a statistical framework which covered indicators on the quality of employment: safety and ethics of employment, income and benefits from employment, working time and work-life balance, security of employment and social protection, social dialogue, skills development and training, and workplace relationships and work motivation.²⁵ The other regional commissions participate in the plenary sessions of the Conference of European Statisticians and the issue of indicators on measuring the quality of employment was well known throughout the Inspectors’ missions and in interviews with the other regional commissions. The Inspectors took note of the strong professional contacts and inter-agency cooperation on decent work-related statistics.

85. ECLAC supports the Statistical Conference of the Americas which takes place every two years; the Commission’s Statistics Division provides support to the Working Group on Labour Statistics which has worked on the decent work agenda and the informal sector in recent years, and has adopted new definitions on work, unemployment and employment. In addition, ECE and ECLAC work together through ILO on the development of statistics relating to decent work and the quality of work which supports the promotion of cooperation across regions on decent work-related issues. The quality and availability of labour statistical data primarily depend on the data provided by the national statistical services of member States, but the cooperation structures of statisticians across the United Nations system have played a prominent role in improving the system of statistical indicators on decent work.

86. The regional commissions also raised the awareness of their member States and played a role in supporting work on national plans of action and strategies relating to the decent work agenda. As an example, ECA provided technical and financial support to the Government of Senegal to develop a national action plan that embeds principles and elements of productive and decent work through the Regional Coordination Mechanism sub-cluster on Employment and Labour; it supported the African Union Commission to implement its 2014-2017 Strategic Plan in the form of the development of tools for employment and social protection mainstreaming into macroeconomic and sectoral development policies. In the ESCAP region it was noted that the Commission contributed to addressing decent work-related issues under outcome 3 on poverty reduction and inclusive growth of the Regional Pacific UNDAF and supported the process of developing the India UNDAF 2013-2017.

Conclusion

87. Contributions of the regional commissions in addressing the issue of decent work were varied and in some cases, rich. Activities centred mainly on development of policy briefs and research papers for the region at large, on undertaking case studies for specific support to countries in preparation for national plans of action and strategies, and regional initiatives and projects in their respective regions relating to decent work. The Inspectors found the level of intraregional cooperation and cooperation in the statistical field encouraging. However, review of the regional commissions did not find any examples in which they had reviewed their policies to “assess the impact of policies in their specific areas of competence on the

²⁵ Group of Experts on Measuring Quality of Employment, draft revised after the ECE meeting of the Group of Experts on 11-13 September 2013, Summary, p. 1.

achievement of employment and decent work for all²⁶ as called for in Economic and Social Council resolution 2007/2.

88. The recommendations below are expected to enhance effectiveness, coordination and cooperation.

Recommendation 3

The Secretary-General should instruct the heads of regional commissions to review their activities with a decent work lens and determine how their work can better support countries in their regions towards the achievement of decent work for all.

Recommendation 4

The Economic and Social Council should follow a more consistent approach and ensure accountability to its subsidiary organs and their supportive management when following up on Council decisions.

²⁶ Para. 2.

V. RESPONSE AT THE LEVEL OF THE UNITED NATIONS SYSTEM ORGANIZATIONS

A. Effectiveness and relevance: the overall response of the United Nations system at the organizational level

89. This chapter discusses the response of the United Nations system at the organizational level to the Economic and Social Council resolutions. It has been organized around the 10 factors identified to assess the level of mainstreaming, concluding with an overall analysis of the levels to which decent work has been mainstreamed in the organizations under the present review. Factors 7 and 9 which look at the United Nations system response at the country level are treated in chapter VI.

90. In the course of preparing this evaluation, the Inspectors indicated that awareness of the decent work agenda was quite low amongst United Nations system organizations. The reluctance of some organizations to participate in the present review stemmed from a lack of understanding of the comprehensiveness of the decent work concept and from their limited mandate or perception thereof concerning decent work.

91. Therefore, out of 28 participating organizations, only 21 participated in some form. This participation rate is lower than the average practice during JIU report preparation. Additionally, with a few notable exceptions, the responses of the organizations to the questionnaires were relatively weak and required follow-up questions and discussions by the Inspectors to clarify the concept of decent work itself and how it pertained to the organizations' work. Some organizations had problems identifying a technical sector that had knowledge of decent work issues that the Inspectors could approach for interview, or were unable to locate a copy of the self-assessments conducted under the CEB toolkit exercise, unaware that they could be found on the knowledge-sharing platform which had been developed for that purpose. The Inspectors view this as an indicator of the overall low level of awareness of the decent work agenda and the Economic and Social Council resolutions on the part of the organizations.

92. Findings: The response at the level of United Nations system organizations to the Economic and Social Council resolutions was weak. The CEB *Toolkit for mainstreaming employment and decent work*, which had been endorsed unanimously by the CEB executive heads, was not fully implemented by any organization.

93. The toolkit was developed by ILO at the request of CEB. It was developed as a process to allow United Nations agencies and UNCTs, multilateral agencies and constituents to assess their policies, strategies, programmes and activities through the lens of decent work; develop and share knowledge; and ultimately achieve decent work outcomes in national and international development agendas.²⁷ The draft was shared for comments within the CEB membership and unanimously adopted without reservations. The issue of the toolkit, and some monitoring of the progress made on its implementation, was discussed at CEB/HLCP meetings in 2007 and 2008. The HLCP Chair, who at the time was the ILO Director-General, kept alive the issue of decent work and the toolkit and requested organizations, through HLCP and by sending letters to the executive heads of the HLCP member agencies, to conduct the toolkit phases and to appoint a focal point for the timely completion of the self-assessments.

94. As per those requests, ILO made itself available to the organizations for any training and support to undertake the self-assessments. It conducted training of its own staff for the advocacy role and country and regional level training was given in the context of its European

²⁷ ILO, Project description and background, Final Evaluation report of "Developing the UN CEB toolkit within the decent work campaign", chap. 2, p. 14 (December 2010).

Union-funded project, “Developing the UN CEB Toolkit within the decent work campaign”. Although ILO indicated that it was available for supporting organizations in their self-assessment exercises, interviews showed that with a few exceptions, such as UPU and the United Nations Industrial Development Organization (UNIDO), ILO was not directly requested to support the self-assessment exercise. When the project closed in 2010, ILO no longer had sufficient resources (project staff or funds) to carry out further work to encourage and support the system on implementing and mainstreaming decent work.

95. A knowledge-sharing platform was set up as part of the strategy in order to generate and share knowledge on decent work and good practices of organizations mainstreaming it. The European Union-funded project mentioned above supported its development; however, the Inspectors found that awareness of the platform amongst United Nations agencies was very low and actual use at the time of the platform launch had also been marginal. Working groups had been established to work together through the platform; however none of them had actually been activated.

96. The Inspectors found that 13 organizations had completed the first step in implementing the toolkit, namely the self-assessment tool, and some of those could be found on the CEB knowledge-sharing platform administered by ILO. The Joint United Nations Programme on HIV/AIDS (UNAIDS) carried out the self-assessment in mid-2014 when the JIU evaluation was launched. Another organization, the International Atomic Energy Agency (IAEA), was reported to have carried out the self-assessment, but due to a loss of institutional memory it was unable either to find a copy of the report or to indicate who could have worked on it. As for the implementation of the three-phased approach called for in the toolkit, none of the funds, programmes and agencies of the United Nations system had succeeded in implementing the phases.

Table 1: Status of implementation of the three-phased approach in the toolkit

Organization	Self-appraisal done	Action plan to be done by 2007/early 2008	Follow-up action plan to be done by end 2008/2009
United Nations	NO		NOT DONE
UNODC/UNOV	Yes on knowledge-sharing platform (KSP)		
UNEP	Yes on KSP		
UN-Habitat	Yes on KSP		
UNHCR	NO		
UNRWA	Yes on KSP		
UNDP	Yes on KSP		
UNFPA	NO		
WFP	NO		
UNICEF	Yes on KSP		
UN-WOMEN	Did not exist at time of toolkit not done since		
UNAIDS	Yes, done in 2014		
FAO	Yes on KSP		
UNESCO	Yes on KSP		
WHO	Yes on KSP		
UPU	Yes on KSP	Plan of action developed September 2009 which covers period 2010-2013	
UNIDO	Yes on KSP		
UNWTO	Yes on KSP		
IAEA	Unclear, reported done ²⁸ but not on KSP and organization unable to find		
ITC	NO		
	Yes: 13 confirmed and 1 possible		

²⁸ ILO, Final Evaluation report of “Developing the UN CEB toolkit within the decent work campaign”, p. 93. The table lists IAEA as having carried out a self-assessment, but IAEA had no recollection of it and could not find a copy to provide to JIU.

97. The self-assessments conducted are of varying degrees of quality. They range from well-thought out exercises in which serious attempts were made to identify areas where a decent work lens could be applied (FAO and UNDP), to those where the organizations simply did not find an area within their mandate which applied significantly to the four pillars of decent work. This is a significant issue as it was never clearly identified which organizations did have a role vis-à-vis their mandate in responding to the Economic and Social Council resolutions, and which were not considered relevant. Despite the HLCP members in their meeting asking “that, in shaping the toolkit, careful attention should be given to defining clearly those to whom it is addressed”,²⁹ there is not one instance in the minutes of the CEB and HLCP meeting records of a representative of the organizations expressing its view/reservation that the issue of decent work did not apply to it and it would not take part in the implementation of the toolkit. For the Inspectors, this raises the question of the organizations’ own accountability in regard to their formal commitments made through CEB/HLCP.

98. The Inspectors found that only one organization had completed the first step of the three phases (UPU). The Inspectors asked organizations for copies of any products produced as part of the toolkit, but did not receive any further corroboration of the above findings. Due to the lack of action plans, the system-wide action plan could not be developed as originally envisaged as the plan was to be based on the plans identified by the individual organizations.

99. Finding: While the decision to set up a system-wide action plan on decent work never materialized, some key elements of the decent work agenda were included in the United Nations Second Decade for the Eradication of Poverty and in the various crisis response initiatives developed by the system in the years 2008-2010. The agenda as a whole gained a focused response, specifically the Global Jobs Pact and the Social Protection Floor initiatives; however the use of the terminology, decent work agenda, had ebbed during that time.

100. The Inspectors were unable to find relevant stakeholders who could recall discussions at the time of the elaboration of the Plan of Action Plan on the Second United Nations Decade for the Eradication of Poverty, on whether that expressly took the place of the system-wide action plan on decent work, as called for in the toolkit. There were no supporting documents mentioning if that was a deliberate alternative to the original idea.

101. The Plan of Action on the Second United Nations Decade for the Eradication of Poverty was the response of the United Nations system to the General Assembly’s decision to make the promotion of full employment and decent work for all a theme of the Decade (resolution 63/230 of 19 December 2008). At the 17th HLCP session held in March 2009 it was reiterated that “full employment and decent work for all” was a theme of the Decade. A proposal was made during that session to develop a system-wide plan of action for poverty eradication and full employment. That was to be prepared by a time-bound cluster group led by DESA and ILO. The draft plan was presented and endorsed at the 18th HLCP session held in September 2009 (session report issued in October 2009). As indicated in the Secretary-General’s reports to the General Assembly during its sixty-fourth, sixty-sixth and sixty-seventh sessions, it was reiterated that a report would be made at the 68th session about the United Nations system’s response to the crisis in relation to the Decade. The report of that session outlines outputs and activities achieved relating to the plan of action. There is no further mention of a monitoring plan beyond the reaffirmation of the report made during that session.

²⁹ CEB/2006/7, Priority issues for Chief Executives Board sessions in the third quarter of 2006 and first quarter of 2007, chap. III, para. 23.

102. As the prerequisite for the system-wide action plan was for the United Nations system funds, programmes and agencies to have completed a self-assessment and developed organizational plans (see framework above), and as those were never developed (with one exception), the Inspectors concluded that it was no mystery why the plan had not been developed in line with the CEB toolkit. As noted above, the Inspectors found that there were many competing demands, overtaken by the financial crisis and other mainstreaming initiatives such as gender and climate change, which had put new priorities on organizations that were struggling with fewer resources with which to implement them. One interviewee observed that there were so many competing demands that the issue that was given priority was that put forward by the organization that was the most proactive in demanding action and responses. He felt that ILO or another “leader” entity could have been more proactive in insisting that the decent work agenda was a priority area.

103. The Inspectors noted that, as there was no clear leadership nor monitoring role designated in the Economic and Social Council resolutions to either ILO, the logical leader, or to other entities, that had hindered ILO from pushing forward the issue too strongly and some interviewees stated that ILO was seen to be cautious in its reaction towards other United Nations organizations.

104. The financial crisis, however, did bring opportunities for the system to come together to work on specific issues under the decent work agenda. The new focus was on the Global Jobs Pact and the Social Protection Floor initiative. Many of the United Nations organizations interviewed for the present review equated decent work issues to social protection floors or the Global Jobs Pact.

105. Finding: Measurement of the level of mainstreaming of the decent work agenda by United Nations organizations cannot be determined solely by their direct response to the three-phased approach. In the programmes and activities of those organizations, a number of initiatives and projects could be identified, which had directly or indirectly contributed to the promotion of one or more pillars of the agenda.

106. The following sections look at the organizational performance against the 10 factors identified at the start of the present review. Below are the factors which were identified to measure the level of mainstreaming decent work.

B. Mainstreaming factors

Factor 1: United Nations organizations’ awareness as regards issues relating to decent work is assessed and awareness is increased through actions of governing bodies, senior management or training of staff

107. Finding: The level of awareness and understanding of the decent work concept within the United Nations system organizations is weak. There was evidence of training, awareness-raising activities and information-sharing sessions and what occurred seems to have peaked in 2007/2008 with no systematic follow-up in the past five years.

108. Through its European Union-funded project ILO conducted awareness-raising at the global level (in May 2009, a workshop took place in collaboration with the ILO International Training Centre (ITC-ILO) in Turin, Italy, directed to UNCT members (resident coordinators, coordination officers, representatives of United Nations system entities at country level) and

ILO officials from headquarters and the field).³⁰ United Nations Development Group (UNDG) guidance and training to resident coordinators include references to decent work and they are provided with materials relating to it. Familiarity with the concept at the resident coordinator level varied although most gave written answers that fitted the definition of decent work. In terms of awareness of the Economic and Social Council resolutions on decent work, 61 per cent of resident coordinators indicated that they were aware of the resolution and 39 per cent answered that they were not. Further specific examples of training at the country level are detailed in the country case studies.

109. The Inspectors were also informed of training at the organizational level (UNIDO and UPU) organized with the support of ILO. Only one person in UNIDO was able to recall that training took place. The United Nations system organizations in New York could not recall having participated in any training or information sessions and most had an understanding of decent work through exposure in their own work and what they instinctively and logically thought was meant by it. Throughout the mission locations, with the exception of DESA, FAO and UNDP, few knew of the four pillars of decent work and one interviewee thought decent work was a style of work relating to organizational management practices rather than a concept that had been endorsed by the Economic and Social Council which had passed resolutions on it.

110. Some side-events on decent work and knowledge-sharing sessions were organized by a few select organizations such as DESA, FAO, UNAIDS through its UN Cares initiative, and UNDP. Other organizations conducted training on issues relating to decent work such as the United Nations Educational, Scientific and Cultural Organization (UNESCO) on technical vocational education and training (TVET), the Office of the United Nations High Commissioner for Refugees (UNHCR) on livelihood training for their livelihood officers, and UNICEF on social protection.

Conclusion

111. Lack of knowledge of the decent work agenda had an impact on the ability of the organizations to strategically link their traditional focus of activity to the agenda. Given the turnover of staff and the lack of institutional memory, there needed to be a more consistent and sustained effort to keep awareness of decent work high amongst the staff of the United Nations system organizations. The Inspectors also indicated that lack of commitment amongst the highest level of senior management in the organizations impacted on the motivation of staff to give it sufficient attention.

112. All persons interviewed throughout the course of the present review identified ILO as the organization which should play a more proactive role in keeping awareness and interest in decent work alive, not only in its work with host governments, decent work country programmes and its own staff, but in the United Nations system at large.

113. The following recommendation is expected to strengthen coherence and harmonization and enhance effectiveness.

Recommendation 5

The ILO governing body should request the Director-General of ILO to carry out more proactive awareness-raising and training activities among the staff of United Nations system organizations in collaboration with ITC-ILO and other training units in the United Nations system in the context of the post 2015 Sustainable Development Goals and identify resources in this regard.

³⁰ ILO, Final Evaluation report of “Developing the UN CEB toolkit within the decent work campaign”, p. 33.

Factor 2: Elements of activities of the United Nations organizations which are linked and contribute to the promotion of the four pillars of the decent work initiative are identified in their policies and strategic documents.

114. Finding: The decent work agenda concept could be found in a few United Nations organization policy papers, and in strategic and operational plans. Evidence suggested a superficial and cursory treatment of the issue, although it was observed that there was an increasing trend to include it.

115. Direct reference and use of the terminology “decent work” was low and was at times used interchangeably with “decent jobs” or “decent employment”. The self-assessments once conducted were not linked to any follow-up action plans, as has been noted, and they therefore became one-off exercises which were conducted and then left on the shelves of the organizations. The most visible exception to that was FAO which, after conducting the self-assessment, developed strategic considerations on decent rural employment and formulated a related workplan which was submitted to its governing body. Decent work is clearly embedded into Strategic Objective 3 of the new FAO Strategic Plan and a new social protection department has been created at FAO.

116. The Inspectors did not find any evidence that senior management of United Nations system organizations had discussed the results of the self-assessments or how to mainstream decent work into the areas identified; the self-assessments did not seem to have been much used for translation into strategic plans and programming documents, except in the case of FAO as noted above.

117. Content analysis, conducted by the team, of the strategic plans/frameworks of the organizations and regional commissions under the scope of the present review, found that there were superficial references to decent work when a plan referred to the title of the resolutions which contained the words “decent work”, but actual references to it were not included (ECA, ECLAC, ESCAP and ESCWA).

118. In its most recent strategic documents (including the programme and budget) of 2014-2015, ECE, FAO, the United Nations Secretariat, UNESCO, UNIDO, UNRWA, the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) and UPU had included “decent work”, “decent working conditions”, “decent jobs” and “decent and stable employment” references. For the period 2012-2013 the United Nations and UNIDO were the only organizations that included references to decent work in a meaningful manner. UN-Women included it in their Strategic Plan of 2011-2013 as part of the analysis of the challenges in achieving the Millennium Development Goals. The FAO Medium-Term Plan 2010-2013 included a specific objective relating to rural decent employment.

119. There was an increasing trend in organizations to include decent work or some form of the terminology in their strategic plans in the period after the adoption of the Economic and Social Council and CEB documents on decent work. A review was also conducted to analyse references to social protection as well as employment creation and the Global Jobs Pact, which were the two major pillars relating to decent work that were carried forward by the United Nations system organizations in the post-financial crisis period and seemed to have the most relevance.

120. References to decent work pillars such as social protection are more frequent within 10 organizations (ECLAC, ESCAP, ESCWA, FAO, UNDP, UNFPA, UNICEF, UNRWA, World Food Programme (WFP), WHO). UNFPA listed social protection in its analysis of the challenges of population growth and referred to it in its outcomes on ageing. In its most recent

plans (2014-2017), UNFPA specifically listed social protection. In previous strategic/planning documents (2006-2013), UNICEF, WFP and WHO included elements of social protection. This illustrates that the social protection pillar is gaining recognition and higher priority amongst United Nations system organizations.

121. References to employment creation in the last two strategic planning documents were found far less, with ECA, ESCWA, FAO, UN-Habitat and UNIDO mentioning it. There were no references to the Global Jobs Pact in the last two strategic framework periods.

122. In cases where elements of decent work have been included in strategic planning/outcome documents, the organization reported to its governing and legislative bodies on outcomes specifically relating to decent work. This was the case for FAO, UNAIDS, UNDP and UNICEF.

Factor 3: Decent work-related programmatic elements or initiatives appear in the work of United Nations organizations

123. Findings: In a number of United Nations system organizations the decent work-related programmatic elements in their activities cannot be related to the conscious implementation of the decent work agenda. However, these projects and initiatives stem from their traditional mandate and practice and have made positive contributions to the promotion of one or several pillars of the agenda. The absence of a common understanding of the concept of decent work often led to disparate and incoherent activities.

124. The Inspectors found that, for the majority of United Nations system organizations, work relating to decent work was not done with the understanding, awareness and conceptualization of decent work, but rather comprised activities that they would already be undertaking which stemmed from their mandate. When answering the JIU questionnaire, it was as if some organizations had opened their desk drawers and looked at their shelves to see if anything could be counted as working on one of the pillars relating to decent work. However, having taken a closer look at those examples provided by the organizations, there were very few references to the decent work concept.

125. In interviewing United Nations system organizations, the Inspectors identified several organizations that worked on issues relating very closely to the decent work agenda, but which were not perceived to be so by the organizations. Activities undertaken by WFP (Purchase for Progress, Food Assistance for Assets, School Feeding), UNODC (alternative livelihoods for crop growers and victims of criminal activities — trafficking, illegal migration, prevention side of drugs) and UNICEF (child labour) were not mentioned as initiatives in support of the decent work pillars despite there being indirect and direct linkages between them and the decent work agenda. The United Nations Environment Programme (UNEP) has since 2012 encouraged the mainstreaming of the green economy including decent green jobs and support of alternative livelihood activities and enterprises. The Inspectors believe such organizations could benefit from a stronger emphasis on looking at the issue through the decent work perspective.

126. There are some examples of cases where the shift of organizational mandates or enhancement of the scope of traditional areas of activity led to activities relating to decent work, but very few to no organizations linked their actions to the integral implementation of decent work. In other words, organizations worked on one pillar or the other, but there were few organizations that understood and treated decent work as needing to consider and cover

four pillars in order to create decent work conditions. Some organizations argued that their mandate did not require them to do so.

127. Organizations were requested to report through the JIU questionnaire on which of the four pillars they believed their organization had relevant mandates and thus were within their current remit of work. Seven out of 18 organizations informed JIU that they had a mandate relevant to all four pillars of decent work (FAO, UNAIDS, UNEP, UNFPA, UNHCR, United Nations Secretariat, UN-Women and World Tourism Organization (UNWTO)). The areas of work that organizations believed were the most relevant to their organizational mandates were in pillars 1 and 2. Slightly less than half of the organizations surveyed stated that they had mandates related to standards and rights at work and governance and social dialogue.

Table 2: Mandates of organizations against decent work pillars

Organization	Mandate relating to pillar 1: employment creation and enterprise development	Mandate relating to pillar 2: social protection	Mandate relating to pillar 3: standards and rights at work	Mandate relating to pillar 4: governance and social dialogue
	Q ³¹	Q	Q	Q
1. FAO	Yes	Yes	Yes	Yes
2. IAEA	Yes	No	No	No
3. ITC	Yes	No	No	No
4. UNDP	Yes	Yes	No	No
5. UNFPA	Yes	Yes	Yes	Yes
6. UNESCO	Yes	Yes	No	No
7. UN-Habitat	Yes	No	No	Yes
8. UNHCR	Yes	Yes	Yes	Yes
9. UNICEF	No	Yes	No	No
10. UNIDO	Yes	No	No	No
11. UNRWA	No	No	No	No
12. UNWTO	Yes	Yes	Yes	Yes
13. WFP	Yes	Yes	No	No
14. WHO	No	Yes	Yes	Yes
15. UN-Women	Yes	Yes	Yes	Yes
16. UN Secretariat	Yes	Yes	Yes	Yes
17. UNAIDS	Yes	Yes	Yes	Yes
18. UNEP	Yes	Yes	Yes	Yes

128. The Inspectors appreciated that there were organizational differences and that emphasis would be on different pillars depending on the nature of the organization and primarily on their mandate. In terms of linking the self-reported mandates and the actual areas of activity carried out by United Nations system organizations, the Inspectors found that employment creation and enterprise development was the pillar most worked on by them (FAO, UNAIDS, UNDP, UNEP, UNIDO, United Nations Secretariat, UNHCR, UNODC, UNRWA, UN-Women, WFP) followed by social protection (FAO, UNAIDS, UNDP, UNEP, UNFPA, UNICEF, UN-Women, UNWTO, WFP, WHO) and that pillars 3 and 4 received the least attention with primarily work on standards and rights at work at FAO, IAEA, UNAIDS, UNEP, UNHCR, United Nations Secretariat, UNWTO, WFP and WHO. Very few examples of concrete activities were recorded on the fourth pillar of governance and social dialogue despite self-reported mandates on the subject. The last pillar is the least understood amongst

³¹ JIU, Questionnaire responses by the organizations.

United Nations system organizations and the one that is most associated with the ILO mandate. Some organizations told the Inspectors that they refrained from working on that area as they would not want to step on the toes of ILO.

129. The Inspectors found that, given what had occurred at the CEB level and the lack of discussion on decent work at the senior management level of United Nations system organizations, it was no surprise that few organizations had looked at their activities from a decent-work lens or had developed new programmes and activities which had taken decent work into account. Nevertheless, the Inspectors recognized that the various fields of activity engaged in by the United Nations system which related to decent work did promote its concept and, although unarticulated, still contributed to raising working standards through their work in technical sectors. For example WFP indicated that they created jobs almost as a “by-product” of their humanitarian work, in setting up logistics such as delivering and storing food, and improving infrastructure and roads to deliver food aid, and that the jobs that were created followed either the WFP “work norms” which were based on the ILO norms and international labour standards or the government protocols in the respective countries. It was not labelled by WFP as decent work but was in fact an application of its ideas. Another example was found at UNODC that, through the Global Initiative to Fight Human Trafficking (UN.GIFT) programme, worked on providing victims of trafficking with employment opportunities through referral systems and vocational training. UNODC worked with non-governmental organizations (NGOs) familiar with workplace norms and safety as well as employers vetted by NGOs in referring such victims to employment opportunities.

Factors 4 and 5:

- Guidance is elaborated and approved to promote systematically the decent work initiative in the programmatic activity of the organizations’ departments and country offices
- Guidance is utilized and specific programmes and/or initiatives are approved and implemented taking into account one or more of the four pillars of decent work

130. Finding: In some United Nations organizations where relevant provisions relating to decent work were included in policies and strategic plans, special efforts were made to orient and guide the different units in headquarters and field offices to pay attention to decent work and/or its pillars. There were also some notable examples of joint efforts of United Nations system organizations in that regard. The Inspectors, however, came across quite a few activities that could have included elements of decent work, which represented missed opportunities.

131. The Inspectors found that several organizations had included elements relating to decent work in their programmatic-level workplans, strategies and policies. For example, organizations with mandates dealing with a specific population or vulnerable group had guidelines relating to decent work, such as UNHCR work on economic recovery and livelihoods for refugees, or UNAIDS work with zero discrimination of people affected by HIV, and UN-Women work on inclusion of decent work as part of its economic empowerment research policy. UNEP, UNESCO and UNWTO all had sector-specific guidance for the green economy/environmental and social economic sustainability, TVET and sustainable tourism for eliminating poverty respectively, which included elements of the decent work agenda.

132. FAO elaborated and started to use a toolkit accompanying its decent rural employment strategy, guiding its staff on various aspects of decent work and rural employment. It also included policy briefs linking rural decent employment to other sectors of FAO such as

fisheries and aquaculture, child labour, value chain, processing industries and food security. The guidance materials were given legitimacy as they had obtained understanding from their governing body that that was an area of work that was necessary. The development/design of country programme documents and project design documents further included decent work as an issue to be considered. UNDP had produced a whole series of guidance documents on issues relating to decent work especially following the financial crisis. The documents ranged from gender and economic recovery to livelihoods and green jobs where the link to decent work was well explained. The UNEP draft environmental, social and economic sustainability policy included safeguard standards on labour and working conditions. Those standards ensured that UNEP projects promoted and adhered to ILO standards and national labour laws by promoting fair and non-discriminatory treatment of workers, protecting vulnerable categories of workers (children, women, migrant workers), promoting safe and healthy working conditions and health of workers and eliminating the use of child labour.

133. During their field visits, the Inspectors endeavoured to substantiate and confirm the use of such technical guidance provided by headquarters at the country-office level. As was often the case with other subject matters, translation of guidance provided by headquarters did not always result in concrete action at the field level and vice versa; in fact, despite the general lack of guidance at the field level from headquarters, a large number of United Nations system entities were undertaking decent work-related activities in the five countries reviewed (see country case studies). The Inspectors came across very few instances of interviewees who had received decent work-related guidance from headquarters.

134. Efforts have been made by the system to encourage and remind UNCTs of the issue of decent work. The United Nations system, with the guidance of its Development Operations Coordination Office (UNDOCO) on the preparation of UNDAFs, included decent work as an issue to be considered and that was disseminated to UNCT members. More recently a joint letter was sent out by the UNDP Administrator and the ILO Director-General to resident coordinators to bring to their attention the need and importance for a renewal of their efforts to establish social protection floors worldwide.³²

Factor 6: Joint actions or cooperation are planned and implemented with other United Nations organizations at corporate, regional or country levels (more information provided on this in the country-level section of the report).

135. Finding: Specific technical units of United Nations system organizations have been active in seeking cooperation with those of other United Nations organizations to promote, complement and enhance their traditional activities to contribute to the pillars of the decent work agenda. The composition of the entities differs depending on the specific technical sector, but there is strong reliance on ILO as the major promoter of decent work in the system.

136. The Inspectors identified various entry points and factors that encouraged collaboration on decent work amongst United Nations system organizations. In many of the activities where decent work more explicitly related to rights at work or standards, ILO was the key partner for the organizations and there were several examples of ILO working in complementarity with them: ILO and UNICEF on child labour, ILO and WHO on occupational health and safety, ILO and UNFPA on population ageing, ILO and IAEA on the issue of workplace safety for workers in radiation and nuclear facilities, ILO and UNAIDS collaborating on non-discrimination at work, training and awareness-raising and testing through the workplace.

³² Available from www.social-protection.org/gimi/gess/ShowRessource.action?ressource.ressourceId=44138.

ILO worked together with United Nations agencies (FAO, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, WFP and WHO) on the promotion of social protection floors. UNAIDS is a special case in that ILO is a co-sponsor of the programme and as such more direct efforts in strengthening and promoting the UNAIDS integral approach to the decent work agenda were observed. United Nations agencies have also collaborated in the development of joint manuals and toolkits on some of the decent work pillars.

137. UNDP observed that there was good cooperation with ILO at the global and country levels. They worked together closely on all pillars especially on social protection, but the pillar of employment creation and enterprise development was where the most intense cooperation took place in the form of joint programmes and knowledge dissemination. There was close cooperation on the Global Jobs Pact and youth employment, and in the countries where ILO did not have a physical presence UNDP indicated that it took up employment issues.

138. UNIDO also mentioned strong collaboration with organizations, such as ILO, UNEP, the United Nations Institute for Training and Research (UNITAR) and WHO, on cleaner and sustainable industries to clean and green industries, and to look at issues of health and safety for its workers and on youth and enterprise development with the African Development Bank and ILO.

139. The piloting and now established practice of Delivering as One coincided with the launching of mainstreaming decent work efforts. Such initiatives brought together United Nations organizations to collaborate on several issues which related to decent work. Furthermore, it was observed that when an issue technically related to the mandate of another organization, organizations knew how to leverage the work of their sister organizations to work on complementarity of actions. Examples of such horizontal cooperation could be seen in the work of UNHCR and WFP on food aid for refugees, UNICEF and WHO on vaccination campaigns and social protection (health), UNAIDS, UNFPA and UN-Women on issues of vulnerable groups and people living with and affected by HIV.

Conclusion

140. The Inspectors found that, regardless of the lack of organizational strategic plans and high-level commitment, those working on a specific technical subject found ways of linking up with their technical counterparts in ILO or other related organizations. However, there should be further direct-level cooperation and setting up of networks spanning beyond just working with ILO, which could benefit the system and bring more players to think about how their work fitted into the larger decent work agenda.

Factor 8: Decent work-related specific programmes or initiatives are monitored and periodically evaluated

141. Finding: There were very few examples among United Nations system organizations of proactive monitoring and evaluation of decent work-related programmes and initiatives. Where there was evidence of monitoring and evaluation taking place it was among the organizations having the highest level of decent work mainstreamed.

142. There were examples of project and programme-level evaluations carried out in line with the learning and accountability purposes per each organizational evaluation policy; however, there were very few examples of organizations that went beyond the “mechanical” evaluation of their project and programmes by assessing activities from a thematic decent

work lens. Two organizations which had made some efforts in that regard were FAO and UNDP.

143. The UNDP International Policy Centre for Inclusive Growth (IPC-IG), located in Brazil, is a global forum for South-South dialogue on innovative development policies guided by a partnership agreement between the Government of Brazil and UNDP. It produces evidence-based research and policy briefs on all aspects relating to inclusive growth including on decent work issues. It works in particular on impact evaluation of social protection programmes and has carried out a number of studies with an evaluative nature on social protection such as conditional cash transfer programmes, inclusive rural development, green economy and sustainable development.³³

144. FAO mentioned that it had not gone beyond regular monitoring and evaluation as established in the project documents for its projects and programmes. It informed the Inspectors that case studies had been developed to analyse specific projects on decent work. FAO had included a strong monitoring component in its work on decent rural employment through the monitoring of decent work-related indicators through its strategic framework at both the outcome and output levels. The monitoring mechanisms in place for its projects and programmes at country level were the most proactive that the Inspectors had come across during the present review. FAO was monitoring how its country programming frameworks were integrating decent work objectives which it considered to be an important step in mainstreaming. To support the process a guideline for mainstreaming decent work into FAO country programmes had been developed.

145. During the past year UNAIDS had produced two thematic reports relating to decent work on social protection and HIV/AIDS in the workplace for presentation to its Board. They are not evaluations as such but include evaluative assessments and lessons learned.

Conclusion

146. United Nations system organizations had not made significant efforts to monitor and evaluate their work on the decent work agenda. As more organizations have included aspects relating to decent work in future strategic frameworks and plans, the Inspectors expect that the efforts to monitor and evaluate programmes through a decent work lens will increase and that more attention will be paid to ensuring that organizations learn from their experience in undertaking decent work-related activities.

Factor 10: A focal point unit or persons are identified as resource persons within an organization aware of decent work and able to provide advice to colleagues. Financial and human resources set aside for this would be a positive indicator

147. Finding: There was weak in-house cooperation within an organization on decent work issues among the organizational units. That silo approach to decent work-related activities was not only an obstacle to a consistent and coordinated approach within organizations, but made it difficult to achieve a deeper level of cooperation and joint action among United Nations organizations at the global level.

148. There were no organizational units dedicated to decent work (the Inspectors do not advocate or think that is necessary in most of the organizations), but some central person or unit to coordinate the work of the various departments working on aspects relating to decent

³³ Available from www.ipc-undp.org/?q=search_publications&combine=&field_type_value=Policy+Research+Brief&field_language_value=en (accessed on 14 October 2014).

work in-house would promote a more comprehensive approach to it. The Inspectors discovered that an explicit unit was named as the focal point on decent work in DESA, ECLAC, FAO and UNDP.

149. DESA is the technical secretariat of the Economic and Social Council and provides policy recommendations to Member States. However, the Inspectors found that DESA was not in a position to provide that same policy advice and recommendations internally within the United Nations Secretariat. Some interviewees indicated that it was not the mandate of DESA, while others recognized that there was a need for a more organized institutionalized mechanism at the level of senior management facilitating transfer of knowledge and/or expectations and to incorporate the aspirations of the Council resolution into the work and activity of the departments concerned into the whole Secretariat. There was no mechanism, for example, for the Peacebuilding Support Office (PBSO), to receive guidance or advice on mainstreaming decent work elements when working on peacebuilding and reconstruction activities in post-conflict countries. The interviewees in PBSO recognized the importance and relevance of decent work in their work, but they did not receive any support on how to mainstream that into their work programme. With that in mind, thought might be given to enhancing coordination across the Executive Committees on Peace and Security, Economic and Social Affairs, Development Operations and Humanitarian Affairs, established as instruments of policy development, decision-making and management.

150. FAO had named the Economic and Social Development Department of its Social Protection Division as its focal point and interviews with other staff members in FAO indicated that they could all identify the focal point unit. That unit played an exemplary role in supporting and coordinating the work of other FAO departments relating to decent work and the policy briefs which had been developed on issues outside the scope of the Division such as fisheries, aquaculture, food security, child, youth and market linkages and value chains, rural infrastructure and agro-industries.

151. While at the country level the focal point on decent work within UNCT usually fell unsurprisingly on the ILO office, the Inspectors concluded that some sort of central coordination/focal point must be established to ensure a consistent and comprehensive approach to decent work at the headquarters level of an organization. That was relevant not only for the mainstreaming of decent work per the resolutions, but for taking forward that work into the post-2015 sustainable development goals.

C. Overall analysis of the level of mainstreaming in United Nations organizations

152. Generally, the mainstreaming of the decent work agenda into the activities of United Nations system organizations had met with moderate success. There were extensive variations within the organizations in which some of them illustrated a high level of mainstreaming whereas others had not heard of the agenda and had not consciously undertaken any activities relating to decent work.

153. An overall analysis of individual United Nations organizations was conducted using the 10 factors to illustrate their level of mainstreaming. Assessment of the organization on mainstreaming should not be seen as a competition amongst organizations, but rather showed the level of performance in achieving the stated objectives of the decent work agenda as a concept. The Inspectors did not consider that all United Nations organizations should belong to the highest level of mainstreaming. The mandates of each organization, as self-reported to the Inspectors through the questionnaire responses, past work through the toolkit, and level of

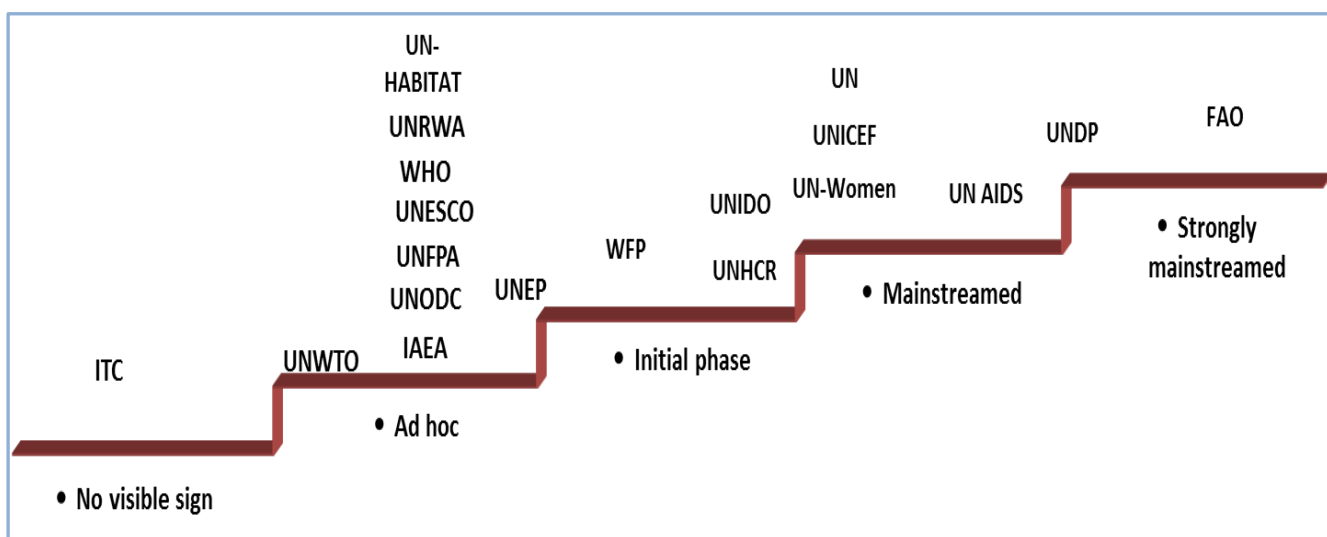
overall awareness of decent work were all taken into consideration, in addition to the 10 factors.

154. Based on the above-mentioned analysis, the Inspectors placed the organizations into five categories ranging from:

- ❖ **No visible sign of mainstreaming:** there was no evidence that any activity/thinking had taken place on decent work
- ❖ **Ad hoc actions on decent work:** there were some activities consistent with decent work, focused on implementing organizational mandates having an impact on decent work, but those were not conceptualized or understood to be part of decent work
- ❖ **Initial phase of mainstreaming:** the organization had begun working on decent work and was conceptualizing its work as part of and contributing to decent work and was making efforts towards a more systematic response
- ❖ **Mainstreamed:** the organization, given its mandate, had mainstreamed decent work concepts into the technical areas of its work. Decent work was part of its strategic plans/planning documents
- ❖ **Strongly mainstreamed:** the organization had held discussions at the board level and/or expanded its mandate to make decent work an integral part of its strategic plans and planning documents. The concept of decent work was also embedded in the programming cycle and guidance documents had been disseminated throughout the organization linking decent work to the organizational units of its headquarters and to their field activities.

155. Differences were made in the graph below between organizations that were at the higher end of each category and those that the Inspectors concluded were moving up into the next category. Therefore the placement of each organization on the five-step scale specifically denoted where they fell on the scale.

Graph 1: Overall analysis of level of mainstreaming by United Nations system organizations



156. The above analysis showed that most of the United Nations system organizations that participated in the review could be placed in the category of “ad hoc initiatives” on decent work. Organizations such as IAEA, UNFPA, UNODC, UNRWA and WHO had very specific

areas of work which comprised decent work issues. In the case of IAEA and WHO those related to the third pillar on standards and rights at work and social protection. For UNODC and UNRWA the activities observed by the Inspectors relating to decent work were on the first pillar of employment creation and enterprise development. UNFPA showed strong work relating to the second pillar on social protection. UNWTO was placed in transition between no visible sign and the ad hoc initiatives group because, although it worked on a very specific sector of sustainable tourism to eliminate poverty, it had a mandate to work on all four pillars of the decent work agenda and the Inspectors deemed that it could make more of an effort to incorporate decent work into its work.

157. UNEP was placed in a transitioning category from ad hoc to initial phase given that its environmental, social and economic sustainability policy framework which provided safeguard standards on labour and working conditions was still in draft form at the time of writing. UNEP had undertaken various activities relating to decent work such as environmental, social and economic sustainability and transitioning to a green economy. However, a specific conceptualization and link to decent work was not as explicit as it could have been. As UNEP had stated that it had a mandate in all four pillars of decent work, there were further opportunities for it to mainstream it into its activities.

158. There were three organizations that were considered to be in the initial phases of mainstreaming, with WFP being at the lower end of the spectrum. There were several activities taking place in WFP relating to decent work but those were not consolidated and conceptualized as such. Awareness at WFP headquarters of decent work was low. As WFP had begun to shift its mandate to food assistance and development from humanitarian food aid, it had opportunities to take decent work into account in its work and strategic plans and policies. For example, the Purchase for Progress programme which was locally to source the food which WFP bought for its feeding programmes (locally sourced procurement), and the more traditional school feeding programmes had led to local employment opportunities as a by-product of its working in a specific sector. Under the umbrella of decent work, the Inspectors believed that better connections between the WFP traditional field of activity and decent work could be forged so that target locations for those programmes could be linked up to other ongoing development initiatives to leverage the work of the United Nations family.

159. UNHCR and UNIDO were currently in the initial phases of mainstreaming but moving up to the mainstreamed groups. There were several references to decent work in the UNIDO strategic plans; however, the people working on the issues relating to decent work were not consciously doing so as a contribution or in relation to the decent work agenda. They reported a mandate only in the first pillar on employment. However, decent work was of relevance to that organization so more could be done to systematize it throughout its activities. At UNHCR, there were sector-specific technical activities on decent work such as livelihoods and economic recovery of its target population. The issue of employment of refugees was a sensitive one with the agreement of host countries and the right to work being an obstacle; UNHCR had incorporated issues relating to decent work in its work as much as possible taking into account the political sensitivities surrounding the topic. Incorporation of decent work more explicitly in the ongoing revision of the livelihoods manuals and guidance would be an opportunity for UNHCR to be more systematic about the link between its work and the decent work agenda.

160. The Inspectors found that UNAIDS, UNDP, UNICEF, the United Nations Secretariat and UN-Women had all mainstreamed decent work into their organizations within their respective mandates. There were variations within those organizations with UNICEF, the United Nations Secretariat and UN-Women at a less advanced stage of mainstreaming than UNAIDS and UNDP.

161. The United Nations Secretariat (DESA, the Office of the United Nations High Commissioner for Human Rights (OHCHR) and the regional commissions for the purposes of the present review) had included decent work in its strategic plans and programmes and had identified a focal point for decent work. The Secretariat had encouraged and supported decent work through its work with the functional commissions that it served, and there were several examples of activities undertaken by them on decent work. However, more work to mainstream it systematically throughout all Secretariat entities was needed and there was a gap in the availability of guidance to the Secretariat entities on overall orientation on how to mainstream decent work and how various areas of work were linked to it.

162. Given the UNICEF mandate (which was reported to be on pillar 2, social protection, only), UNICEF had mainstreamed the part of the decent work agenda relevant to its mandate well. It was perhaps at the beginning phase, as there was no systematic knowledge or awareness-raising and there were possibilities of exploring how other parts of the agenda could relate to its work beyond social protection.

163. UN-Women was established in July 2010 and was not in existence at the time of the Economic and Social Council resolutions and the subsequent follow-up by CEB. Nevertheless, it had mainstreamed decent work into its strategic plans and there was evidence of a conscious effort to use the lens of decent work in its work especially in the field of economic empowerment, and decent work was an integral part of its research and policy analysis. Several guidance and policy briefs making the explicit link between decent work and women's empowerment and/or social protection of women had been developed and were embedded in the analysis that it prepared.

164. UNAIDS was unique in the sense that, through its co-sponsor ILO, the programme had undertaken much work on decent work for people living with and affected by HIV and related efforts on workplace discrimination, testing and awareness-raising. UNAIDS has worked on discrimination and workplace rights (pillar 3) and on social protection (pillar 2). The political commitment shown by the senior level management of UNAIDS was very high evidenced by the numerous statements made at Board level and at other international forums.

165. UNDP was placed at the high end of the mainstreamed category moving into the strongly mainstreamed group due to the inclusion of decent work-related concepts in its strategic plans and programme documents; it had undertaken activities relating to decent work alone and in cooperation with other United Nations agencies, had developed guidance documents on decent work-related concepts and worked on guidance for the country level to take into account decent work elements at the UNDAF level. Interestingly, direct reference to and use of the terminology "decent work" was rare in UNDP documents; however, the Inspectors recognized that what was included was in line with the decent work concept. A future opportunity could be for UNDP to make its work explicit to the decent work agenda.

166. The Inspectors found that FAO as an organization could be identified as having strongly mainstreamed decent work. The Inspectors found that FAO had fulfilled the most factors of the 10 that had been identified. The Inspectors felt that more work could be done within the organization in the area of knowledge-sharing mechanisms on decent work. A focal point had been named and many publications and toolkits developed,³⁴ but it was not clear to what extent they were being used and whether lessons from one technical sector were being shared with those in other departments. The thoroughness with which FAO had identified and then worked to mainstream decent work was unique in the United Nations system. As has been described above, FAO took the issue of decent rural employment to their Board for its

³⁴ Inter alia, the FAO Environmental Impact Assessment Guidelines have recently accepted to feature "Decent rural employment" as a separate standard within those guidelines.

approval, based on the understanding that it needed to expand its mandate to work on decent work, and that led to incorporating decent work successfully into its strategic plans and guidance documents for its implementation. All of the staff interviewed in Rome and some at the field level were aware of decent work and could define its four pillars which was not the case in other organizations. With the new strategic framework which included decent work elements, it was expected that it would have firmly embedded decent work in its organizational work.

167. The above analysis and graph constitute a snapshot of the current work of United Nations system organizations on their level of mainstreaming. Interest in decent work and the attention paid to it by the system was evolving. When the initiative was launched in 2007, there was high awareness and expectation surrounding mainstreaming of the decent work agenda. With the crisis response it was clear that the issue of mainstreaming decent work as intended by CEB had fallen off the agenda and it was replaced by the more urgent needs of crisis response, leading to the ILO Global Jobs Pact and the social protection floor being included among the Joint Crisis Initiatives. During that period, the system produced policy briefs and discussion papers on employment and job creation and the need for universal social protection. However, since that period the system's response and attention to mainstreaming decent work have weakened. Other mainstreaming objectives came into being such as the creation of UN-Women in 2010, the System-Wide Action Plan on gender mainstreaming and climate change. With the lead-up to discussions on the post-2015 SDGs, however, attention is back on decent work and full employment. The Inspectors also humbly put forward that the process of conducting the present review itself has been a catalyst in putting some attention back on the decent work agenda and that several United Nations staff have now become more familiar with the concept and how it can be linked to their field of work.

168. The recommendation below is intended to enhance the effectiveness of mainstreaming the decent work agenda.

Recommendation 6

Executive heads of United Nations system organizations should instruct their respective technical units to re-examine their work to identify if there are areas where the decent work agenda can be linked to their activities and to make existing linkages more explicit. Such organizations may wish to cooperate with ILO for support in this process.

VI. COUNTRY-LEVEL RESPONSE

169. To assess the level of the mainstreaming of decent work at the country level by United Nations system entities, five countries were selected for the preparation of in-depth case studies through documentation analysis and in-country missions. Criteria used for the selection of countries to ensure a representative sample included: (a) regional distribution (Africa, Asia, Eastern Europe, Latin America); (b) development status (least developed, lower-middle, upper-middle, high-income); (c) ILO presence (country office, project office, non-resident agency); (d) Delivering as One status; and (e) existence of ILO decent work country programmes. Only countries with ongoing UNDAFs were selected to allow for a review of ongoing initiatives rather than a stocktaking of past ones.

170. To ensure that the findings of the case studies on awareness and country-level activities on decent work were as representative as possible of the United Nations development universe, they were triangulated via electronic surveys posing questions in line with those outlined below, to 134 resident coordinators and UNCT members³⁵ in 90 plus countries (see annex VI for the results of the resident coordinator survey). Additionally, to ensure that the findings pertaining to the mainstreaming of decent work in UNDAFs for the five country case studies constituted a representative sample, UNDAFs for 20 other countries were analysed internally and that confirmed that most UNDAFs had mainstreamed at least one or more of the decent work pillars, typically employment and/or social protection. Those findings were also reconfirmed by the results of a 2013 internal desk study by ILO of UNDAFs for 44 countries (signed between 2007 and 2012) that had mainstreamed at least two of the pillars.

171. To assess the level of mainstreaming, the case studies attempt to answer the following key questions:

- Relevance of the decent work pillars to the national government and its expectations and assessment of the role and contributions of UNCT in that regard;
- Conceptual understanding and awareness of decent work among UNCT members and any instructions, guidance or training received to that effect;
- Level of incorporation of decent work-related outcomes into the UNDAF including their financial implication and progress attained in the implementation of activities corresponding to those outcomes;
- Decent work-related programmes, projects and initiatives (at the national, regional and global level) undertaken by UNCT members either individually or jointly;
- Coherence in country-level policies and practices of UNCT members and their headquarter counterparts as regards decent work;
- Sustainability of decent work-related actions at the national level and the challenges faced;
- Possibilities and needs as regards the relevance of decent work to the country's post-2015 development agenda.

172. **Key findings** from the country-level analysis:

(a) The reflection of decent work in UNDAFs was stronger than that in strategic plans at the organization level. The decent work pillars have increasingly appeared in UNDAF documents since the adoption of the Economic and Social Council resolutions although the prevalence of each pillar shows considerable variation;

³⁵ The response rate for the UNCT survey (19 per cent) was too low for its findings to be considered as representative and they have consequently not been used for the present report.

(b) While the decent work agenda was relevant to the countries reviewed, priorities granted and actions undertaken with respect to its constituent pillars varied. In general, there appeared to be a greater likelihood for countries that were higher up on the development ladder to prioritize decent work in its entirety, i.e. all four pillars tended to be adequately reflected in UNDAFs. For transitional and lesser developed economies, while job creation and social protection were usually central to national development priorities (with certain exceptions) rights at work and social dialogue — while considered relevant — might not carry the same weight as the other two pillars (see subsections D (b)-(c) of the five country case studies);

(c) Conceptual understanding and awareness of decent work among UNCT members were arguably correlated to the priorities placed upon individual decent work pillars by national governments (see subsection A of the five country case studies). Where awareness existed, it was learned primarily on the job through interactions with national partners and UNCT members, in particular ILO field offices (see subsections C (a) and D (a) of the five country case studies);

(d) With the exception of one organization, explicit instructions and guidance on decent work from headquarters were mostly non-existent, except in the form of organizational directives on topics relating indirectly to decent work. There was little or no awareness among most individual UNCT members either of the Economic and Social Council resolutions on decent work or of the CEB *Toolkit for Mainstreaming Employment and Decent Work*. Thus, apart from a few exceptions outlined in the case studies, a clear link could not be established with regard to headquarter-level directives or actions translating into decent work mainstreaming at the country level (see subsections C (a) and D (d) of the five country case studies);

(e) The fact that most of the present UNCT members had never received any dedicated training on decent work underscored a major missed opportunity for further conceptual understanding of the issue. While it was noted that immediately following the adoption of the CEB toolkit, awareness-raising initiatives had been more frequent, high levels of staff rotation in country offices had resulted in a decreasing level of knowledge of decent work (see subsection C (a) of the five country case studies);

(f) National development priorities of the host country and advocacy, awareness-raising, technical and policy support by and from ILO on the decent work agenda have played a vital role in furthering inclusion of the decent work pillars in UNCT activities. Where ILO advocacy and presence was weak, the likelihood was higher of decent work being viewed as an ILO-only priority rather than an issue of system-wide concern (see subsections B (b), C (b) and D (c) of the five country case studies);

(g) A committed, knowledgeable resident coordinator and UNCT can and do play an important role in infusing a decent work lens into UNCT deliberations. Where they are unfamiliar with or insufficiently trained on the agenda, a significant opportunity is lost to further awareness and understanding of decent work among United Nations system entities at the country level. Stronger ILO involvement during the resident coordinator induction programme would be desirable in this regard (see subsection C (a) of the five country case studies and summary results of the resident coordinator survey in annex VI);

(h) With the ongoing global economic downturn characterized by stagnating or receding growth and grim projections for the immediate future, few countries can afford not to prioritize employment creation (decent work pillar 1) and the pillar subsequently featured in most UNDAFs. However, to what extent the jobs created qualify as “decent work”,

particularly in least developed and lower-middle-income countries remains to be assessed (see subsections C (b) and D (b) of the five country case studies);

(i) Most national governments consider social protection (decent work pillar 2) to be the United Nations system's strongest forte and comparative advantage and thus the area in which it could be of greatest value added to national development endeavours. Subsequently social protection-related initiatives abound in most UNDAFs and have progressively taken on greater importance in such documents (see subsections C (b) and D (b) of the five country case studies);

(j) The value added and inherent relevance of fundamental principles and rights at work and international labour standards (decent work pillar 3) to sustainable and inclusive growth and the contribution that the United Nations system can make to that end was not grasped on a consistent basis by national governments. While UNDAFs for countries on the higher end of the development spectrum tended to encompass that pillar adequately, it was somewhat less visible in UNDAFs for countries in lower development categories (see subsections C (b) and D (b) of the five country case studies);

(k) The promotion of social dialogue (decent work pillar 4) was non-existent in most UNDAFs. It was viewed at best as an aspirational goal but for most countries was far from constituting a priority area in UNDAFs. United Nations system entities even largely perceived that pillar as an ILO objective and its link to the other three decent work pillars was by and large not understood (see subsections C (b) and D (b) of the five country case studies);

(l) Neither UNDAFs nor their progress reports provided detailed breakdowns on resource allocations for decent work-related activities. At best, approximations could be made from resource allocation targets for outcomes whose constituent elements — either partially or in their entirety — directly or indirectly related to the decent work pillars. Based on such estimations, it was apparent that in most UNDAFs, social protection (pillar 2) received the highest allocation among the four decent work pillars (see subsection C (g) of the five country case studies);

(m) Most UNDAFs revealed an impressive array of individual initiatives undertaken by a large number of UNCT members on the first three decent work pillars. While that finding was indicative of a meaningful level of decent work mainstreaming by United Nations system entities at the country level, such a finding was moderated by the fact that few of the entities consciously realized that they were promoting decent work and as such did not consider it in conceptualizing, planning and implementing their activities (see subsections C (c), (e) and (f) of the five country case studies).

(n) For the five countries for which case studies have been prepared, five United Nations system entities (ILO, UNAIDS, UNDP, UNFPA, UNICEF) had undertaken multiple initiatives either on their own or jointly to further one or more decent work pillars. Closely behind was UN-Women which could be considered as a key player in at least three countries. Additionally, FAO, the International Organization for Migration (IOM) and WFP could be considered as key players in one to two countries reviewed. Five other agencies had made useful albeit more limited contributions in four (WHO), three (OHCHR, UNHCR, UNODC) and two (UNESCO) countries respectively;

(o) Joint programmes on decent work-related issues were far more likely to occur in countries that had adopted the Delivering as One platform. Such programmes also provided a useful platform for ILO to further conceptual understanding of the decent work agenda among participating organizations. However, inter-agency and interministerial cooperation can at times become challenging in countries where programmatic activities and their funding are determined by line ministries (see subsection C (d) of the five country case studies);

(p) For the five countries for which case studies had been prepared, depending on the country context, sustainability of decent work-related initiatives was subject to uncertainty due to a variety of factors. An oft-cited common concern was recurrent national elections that created uncertainties as to whether a new government would continue to prioritize certain decent work-related pillars. Countries that had recently graduated to a higher development category also faced the realities of cutbacks in donor funding and the prospect of financing decent work-related initiatives from their own sources. Further, countries whose economies were heavily dependent on exports or remittances were particularly vulnerable to global economic downturns, creating uncertainties as to how they could sustain social spending programmes when faced with unexpected shocks (see subsection D (e) of the five country case studies);

(q) The findings of post-2015 consultations in a number of countries reviewed made it clear that certain decent work pillars would take on increasing importance in the coming years. Foremost among those was social protection given the growing recognition of inclusive growth in most countries. Job creation would also remain a priority, particularly furthering youth employment and vocational education and training and reducing the informal economy (see section E of the five country case studies).

173. Implementation of the following recommendation is expected to lead to enhanced conceptual understanding and awareness, among UNCT members led by the United Nations resident coordinator, of the decent work agenda which in turn should further coordination and cooperation among them on decent work-related issues.

Recommendation 7

The Secretary-General should ensure that the United Nations Development Operations Coordination Office and the United Nations System Staff College undertake appropriate awareness-raising and provide guidance and training to the resident coordinators and United Nations country team members to further a common understanding of the decent work agenda in the context of the post-2015 Sustainable Development Goals.

Country case study: Argentina

Category	Indicator	Argentina
Human Development	Human Development Index - HDI 2013 / Category of HDI / HDI change since 2008 (1)	0.808 / Very High / +.031
Demography & Territory	Population total (millions) (1)	41.45 million
	Total Area (square kilometres)	2,780,400
	Urban (% of population) (1)	92.81%
	Median age (years) (1)	31.55 years
Income & Growth	Gross national income (GNI) per capita (2011 PPP \$) (1)	\$17,297
	GDP - growth rate (2013 est.) (3)	3%
Inequality	Inequality (Gini coefficient) (1)	44.49
Employment & Vulnerability	Employment to population ratio (1)	62.5
	Unemployment rate (% aged 15 years and older) (1)	7.30%
	Vulnerable employment (% of total employment) (1)	19%
	Youth unemployment (% of ages 15-24) (1)	18.30%
	Child labour (% of ages 5 to 14) (1)	6.50%
Poverty	Population below national poverty line (%) (2012) (5)	5.40%
	Share of working poor, below \$1.25 a day (%) (2011) (3)	1.40%
Gender	HDI Female / Male (1)	0.806 / 0.805
	Gender Inequality Index (1)	0.381
	Labour Force Participation Rate: (% aged 15 and above) Female / Male (2012) (1)	F: 47.3% / M: 75%
Health	Total expenditure on health per capita (Intl \$, 2012) (4)	\$1551
	General government expenditure on health as a percentage of total government expenditure (2012) (4)	22.50%
	HIV prevalence among adults aged 15-49 years (%) (4)	0.40%
	Antiretroviral therapy coverage among people with HIV infection eligible for ART according to 2010 guidelines (%)	81%
	Number of people (all ages) living with HIV (2012) (4)	98,000
Education	Adult literacy rate (% ages 15 and older) (1)	97.90%
Human Security	Old age pension recipients (% of statutory pension age population) (1)	90.70%
Mobility	Net migration rate (per 1000 population) (1)	-0.5
Trade & financial flows	International Trade (% of GDP) (1)	37.12%
	Net official development assistance received (% of GNI) (1)	0.02%
	Remittances, inflows (% of GDP) (1)	0.15%
ILO core conventions - year of ratification (all core conventions ratified & in force in all 5 countries) (2)	C29 Forced Labour Convention (1930)	1950
	C87 Freedom of Association and Protection of the Right to Organise Convention (1948)	1960
	C98 Right to Organise and Collective Bargaining Convention (1949)	1956
	C100 Equal Remuneration Convention (1951)	1956
	C105 Abolition of Forced Labour Convention (1957)	1960
	C111 Discrimination (Employment and Occupation) Convention (1958)	1968
	C138 Minimum Age Convention (1973)	1996
	C182 Worst Forms of Child Labour Convention (1999)	2001

(1) Source: UNDP Human Development Report 2014. all figures are for 2013 unless indicated otherwise.

(2) Source: ILO NORMLEX (Information system on International Labour Standards) (accessed: 24 September 2014)

(3) Source: World Bank (accessed: 2 November 2014)

(4) Source: WHO (accessed: 24 September 2014)

(5) Source: UN Resident Coordinators Office Argentina (data sent by email to JIU on 30 October 2014)

A. Relevance/importance of decent work to the Government of Argentina and its assessment of the role and contributions of the United Nations system in this regard

174. Strong prioritization of the four pillars of decent work by the Government of Argentina over the last decade was greatly influenced by the fallout of the country's economic crisis of 2001-2002, when the unemployment rate rose from 12.4 per cent in 1998 to 23.6 per cent in 2002, the poverty rate increased from 25.9 per cent in 1998 to 57.5 per cent in 2002 and wages (adjusted for inflation) fell 23.7 per cent in 2002.³⁶ Given the wide-ranging socioeconomic impact of the crisis, particularly on employment and social protection, the Government subsequently placed strong and continued attention, commitment and prioritization on decent work-related goals. That was clearly reflected in the affirmation of the Millennium Development Goals by the Government in October 2003 with the additional inclusion of "Promoting decent work" as a country-specific goal with the following objectives: (a) to reduce the rate of unemployment to less than 10 per cent; (b) to reduce the rate of informal employment to less than 30 per cent; (c) to increase social protection coverage to 60 per cent of the unemployed population; (d) to decrease the share of workers earning a salary below the basic family food basket to less than 30 per cent; and (e) to eradicate child labour.³⁷

175. Adoption of that goal created a clear space and a favourable and enabling environment for the United Nations system in Argentina to mainstream decent work issues into their activities; efforts that were also aided by the enactment of the Labour Reorganization Law (No. 25,877) by the National Congress in March 2004, whereby the Ministry of Labour was entrusted with the responsibility of promoting the inclusion of the decent work concept in national, provincial and municipal public policies. Argentina further reaffirmed its commitment to decent work issues through signing the Global Jobs Pact in June 2009, in response to the aftermath of the international financial and economic crisis in the social and labour fields.

176. As the economy recovered and grew in the aftermath of the 2001 crisis, with 3.5 million jobs created between 2003 and 2011, unemployment falling to 8.4 per cent by 2011³⁸ and the middle class increasing from 34 to 53 per cent of the population from 2000 to 2011,³⁹ Argentina, an upper middle-income country with a very high level of human development and one of the 20 largest economies in the world, had increasingly prioritized productive and quality employment — key decent work components — as imperative to economic transformation and social inclusion.

177. As a result of extensive consultations between the Government of Argentina, coordinated by the Ministry for Foreign Affairs, and United Nations system entities in the country, those priorities were fully reflected in the UNDAF for Argentina for 2010-2014 (subsequently extended by one year).⁴⁰

178. The Ministry for Foreign Affairs of Argentina confirmed that decent work had been and continued to be one of the highest priorities for the Government which had placed increasing emphasis on inclusion, equity and a human rights-based approach to development,

³⁶Joint Economic Committee, United States Congress, *Argentina's Economic Crisis: Causes and Cures* (2003).

³⁷ILO, *3rd Decent Work Country Programme for Argentina: 2012-2015 Period*.

³⁸ILO, "Final report of the Country Programme Review Argentina 2008-2011" (November 2011).

³⁹Available from www.worldbank.org/en/country/argentina/overview.

⁴⁰The UNDAF was extended by one year to coincide with the completion of the Millennium Development Goal agenda in 2015 and to allow for the future UNDAF to take on board the priorities of the post-2015 development agenda.

with a particular focus on eradicating extreme poverty, furthering quality employment through tackling low productive and non-productive work and advancing rural employment, combating child labour, reducing territorial inequities and improving equitable access to quality education and health-care services. The Ministry confirmed that all those priorities had been well reflected in the UNDAF and in its cooperation with individual United Nations agencies, and it singled out the contributions of ILO, UNDP and UNICEF in implementing them.

179. With regard to the contributions of United Nations system entities, the Ministry for Foreign Affairs expected them to support national development primarily through advocacy and transfer of international knowledge and expertise on decent work issues in very specific areas (as requisite national capacity existed to do so in others). The Ministry also considered that Argentina's experience gained in that field (namely the integrated approach to the implementation of decent work issues) offered the United Nations the possibility of replicating such actions as good practices in other countries, including through South-South cooperation.

180. In terms of monitoring and evaluating the implementation of outcomes, the UNDAF stipulated: engagement by authorities at the national, provincial and local level; annual progress reports on UNDAF implementation prepared by the Resident Coordinator's Office based on inputs from the agencies (to report on the status of implementation of each outcome); and two evaluations (mid-term and final) carried out by the United Nations system with State participation.⁴¹

B. Presence of United Nations system organizations in Argentina

(a) Resident and non-resident agencies

181. The United Nations system in Argentina is composed of 11 resident entities (ECLAC, FAO, ILO, Pan American Health Organization (PAHO)/WHO, UNAIDS, UNDP, UNFPA, UNHCR, UNICEF, United Nations Information Centre (UNIC), UNOPS) plus one (IOM — invited agency) and five non-resident agencies (OHCHR, UNESCO, UNIDO, UNODC, UN-Women). The World Bank is also part of the United Nations system in Argentina and is a resident entity.⁴² Fourteen of the 18 above-mentioned entities (excluding IOM, OHCHR, UNODC and the World Bank) are signatories to the implementation of the current UNDAF for Argentina (2011-2014).

(b) ILO presence and the decent work country programmes for Argentina

182. ILO has been present in Argentina since 1969 and has played a major role in furthering the decent work agenda in the country, both through the provision of technical assistance to its tripartite constituents as well as through its advocacy work among UNCT members. The Government's prioritization of labour issues following the 2001 economic crisis opened up the space for ILO to increase its technical cooperation in the country, develop innovative products and further capacity-building, facilitated by additional funding from Italy and Spain. Building upon that cooperative attitude, three successive decent work country programmes for Argentina have been signed to date between ILO and its national tripartite constituents.

183. While the first decent work country programme (2004-2007) was an immediate response to addressing the economic crisis, the second programme (2008-2011) took into

⁴¹ *Marco de Asistencia de las Naciones Unidas para el Desarrollo (MANUD) 2010-2014*, pp. 22-23.

⁴² Available from www.onu.org.ar/onu-en-la-argentina/quienes-somos/ (accessed on 19 October 2014).

consideration socioeconomic advancements attained and placed greater emphasis on strengthening the link between the Government and social partners and incorporating and aligning strategies and actions through dialogue.⁴³ The third ongoing programme (2012-2015) builds on the achievements, lessons learned and recommendations from the first two programmes and includes five priority objectives with gender equality as a cross-cutting element: reducing precariousness at work, undeclared work and informality by promoting social protection and employment quality and quantity; improving employability and accessibility conditions through vocational training with an emphasis on youth; promoting effective compliance of the fundamental rights and principles at work, with particular attention to prevention and eradication of child labour and forced labour; strengthening the extension of social protection coverage and promoting occupational hazards prevention; and promoting effective social dialogue.⁴⁴ All these priorities — which reflect the agreed priorities of the Government of Argentina — form part of the UNDAF.

C. Decent work-related initiatives undertaken by the United Nations country team and corresponding awareness

(a) Awareness of decent work among UNCT members

184. The Inspector found good knowledge of decent work issues among the United Nations staff members interviewed. The interviewees underlined that their level of knowledge was the result of debates, discussions, events and processes involving UNCT and national authorities of which decent work had been on the public agenda for many years. Interviewees opined that while decent work was earlier seen as an ILO target/goal, perceptions had been changing gradually and agencies were increasingly cognizant of the fact that they all needed to play a role on different aspects of it, particularly in the light of the prioritization of the topic by the Government of Argentina. Discussions on the post-2015 SDGs had further strengthened such consideration.

185. Agencies also credited the strong advocacy role of ILO and the three decent work country programmes it had signed with the Government of Argentina, in raising awareness of decent work within UNCT, and the forthcoming role of the Resident Coordinator's Office in supporting the incorporation of decent work priorities into the UNDAF outcomes. They indicated that, while there had been a strong push from ILO following the adoption of the Economic and Social Council resolutions and the CEB toolkit on decent work (2007-2008) to provide technical assistance to the agencies (including a one-off training course on the toolkit organized in Buenos Aires) resulting in decent work being heavily reflected in the UNDAF, ILO efforts to advance the decent work agenda had declined thereafter. Among the agencies interviewed during the review, there was only one single instance of a staff member receiving training on decent work through an ILO seminar in Lima (2010-2011); two interviewees had also completed an online course on decent work.

186. In terms of guidance, as a general rule organizations did not receive direct instructions or recommendations from their headquarters on how to deal with decent work in planning or programming, although the UNDOCO guidance on UNDAF preparation contained some direct references to decent work and field staff were familiar with its contents. Additionally, an FAO guidance on rural employment, a UNAIDS headquarters circular on decent work and Recommendation 200 concerning HIV/AIDS and the world at work were listed by interviewees as reference documents on decent work that were brought to their attention.

⁴³ See footnote 38 above.

⁴⁴ ILO, *3rd Decent Work Country Programme for Argentina 2012-2015*.

Decent work-related initiatives emanating from other United Nations organizations were rare or addressed very specific aspects relating to their organizational mandate. The few interviewees who were aware of the Economic and Social Council resolutions on decent work indicated that their utility had been diminished by the lack of an explicit implementation mechanism or a lead agency on the topic. In addition, the competing number of priority issues of the organizations was not conducive to undertaking more initiatives on decent work.

(b) *Incorporation of decent work in the United Nations Development Assistance Framework and progress in implementation*

187. With decent work constituting a national development objective, its inclusion in the UNDAF was purely demand driven in line with the priorities of the host country authorities, including its adoption as a national Millennium Development Goal in 2005 and further aided by strong advocacy and awareness-raising by ILO and to a more limited extent ECLAC. The current Minister of Labour of Argentina — who has fully embraced the decent work agenda and has been in the post for the past 10 years — has also played a key role in ensuring continued prioritization of the agenda and in incentivizing other United Nations system entities to commit to decent work. The *CEB Toolkit for Mainstreaming Employment and Decent Work* and analytical documents produced by ECLAC on the social protection floor also served as key reference documents in the formulation of the UNDAF. Decent work has subsequently been fully embodied in it and has also been included in varying degrees within the activities of United Nations system entities in Argentina. The 2010-2014 UNDAF contains four priorities with six major outcomes, 15 sub-outcomes and 50 results, with gender equality and local and regional integration constituting issues cutting across all priority areas.

188. Priority area 1 (fostering productive development with an emphasis on innovation, knowledge management, promoting the creation of decent work and environmental sustainability) formulates and handles decent work-related objectives in a comprehensive manner. It contains two major outcomes, one explicitly focused on decent work (outcome 2: the country will implement strategies for employment creation and the promotion of decent work) with two corresponding sub-outcomes that are also immediately relevant: designing and implementing policies and institutional mechanisms for the promotion of decent work, employment growth including quality jobs, and the reduction of informal employment (outcome 2.1); and making progress in policies to guarantee equal opportunity for men and women in the labour market and non-discrimination for reasons of gender or other motives (outcome 2.2). Outcome 2 has 10 associated indicators with corresponding baselines and targets (two baselines and one target left undetermined). Seven United Nations system entities are among the implementing partners — ECLAC, ILO, PAHO/WHO, UNDP, UNFPA, UNICEF and UN-Women.

189. Priority area 2 (inclusion and social equity) has one major outcome (outcome 3: designing and implementing more equitable public policies with high levels of social inclusion and without discrimination of any kind) with three corresponding sub-outcomes — all of which are strongly linked to decent work pillars 2 (social protection) and 3 (fundamental principles and rights at work). These include: public policies to reduce disparities among social groups and regions (outcome 3.1); strengthened capacities of institutions and rights holders to reduce inequities and eliminate discrimination (on the basis of socioeconomic status, culture, gender, sexual orientation, race, ethnicity, nationality) (outcome 3.2); and creation of legal mechanisms and institutions to allow inhabitants effectively to access their rights and legal protection (outcome 3.3). Outcome 3 has 11 associated indicators with corresponding baselines and targets (five baselines and nine targets left undetermined). Twelve United Nations system entities are among the implementing

partners — FAO, ILO, PAHO/WHO, UNAIDS, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UNODC, UNOPS and UN-Women.

190. Priority area 3 (management and access to services for the protection of social rights) has two major outcomes (outcome 4: reduced gaps in access to health care; outcome 5: greater equity in access to education) with five corresponding sub-outcomes — all of which are also related to decent work pillars 2 and 3. These include: strengthening the national health system and management of health care to respond effectively to the needs of the most vulnerable populations and territories (outcomes 4.1 and 4.2); implementation of family planning, sexual and reproductive health and education programmes (outcome 4.3); strengthening the national HIV/AIDS response and combating discrimination and stigma (outcome 4.4); and strengthening the management and oversight of the education system to address equity gaps and disparities in access, coverage and quality. Outcome 4 has 25 associated indicators with corresponding baselines and targets (12 baselines and 11 targets left undetermined or to be verified). Eight United Nations system entities are among the implementing partners — PAHO/WHO, UNAIDS, UNESCO, UNFPA, UNICEF, UNODC, UNOPS and UN-Women. Outcome 5 has eight associated indicators with corresponding baselines and targets (four baselines left undetermined). Three United Nations system entities are among the implementing partners — ILO, UNESCO and UNICEF.

191. Priority area 4 (institutional development) has one major outcome (outcome 6) and two sub-outcomes, that among others, target strengthening institutional capacities: to facilitate citizen participation (outcome 6.1); to incorporate the Millennium Development Goals as mechanisms for management and planning (outcome 6.2.1); and to improve data collection and indicator production procedures to monitor the Goals and the rights of vulnerable groups and sectors (outcome 6.2.3). Outcome 6 has six associated indicators with corresponding baselines and targets (four baselines and four targets left undetermined). Twelve United Nations system entities are among the implementing partners — ECLAC, FAO, ILO, PAHO/WHO, UNAIDS, UNDP, UNESCO, UNFPA, UNIC, UNICEF, UNOPS and UN-Women.

192. All four decent work pillars are thus fully reflected in the UNDAF. In addition to priority 1 which has an overarching outcome dedicated to decent work, most of the outcomes of priority areas 2, 3 and 4 clearly correspond to the decent work pillars on social protection, fundamental principles and rights at work and social dialogue.

193. Regarding implementation, as per the findings of the February 2014 UNDAF mid-term review,⁴⁵ significant progress was attained during the first two years of the UNDAF (2011-2012) with regard to most of the decent work-related outcomes. A total of 231 activities were undertaken by the United Nations system entities during the reporting period in the six outcome areas. In line with the Government's agenda to promote social rights and welfare of the citizenry, 69 per cent of all activities were concentrated in the realms of social inclusion (outcome 3), health (outcome 4) and decent work (outcome 2). In terms of the type of intervention, significant support was given to institutional strengthening (37 per cent or 82 activities), both at the federal and subnational levels⁴⁶ to deepen rights-based democratic development. United Nations system entities successfully advocated the enactment of federal laws in various decent work-related realms including: mental health; gender identity; criminalization of child labour; recognition and refugee protection; and the adoption of ILO Conventions No. 102 concerning Minimum Standards of Social Security, No. 155 concerning Occupational Safety and Health and the Working Environment, No. 187 concerning the

⁴⁵ Equipo Consultor UNSAM/UNAJ, *Revisión de Medio Término del MANUD: Informe Final* (February 2014).

⁴⁶ *Ibid.*, pp. 25-27.

promotional framework for occupational safety and health, and No.188 concerning work in the fishing sector. The United Nations has also successfully collaborated in the formulation of federal plans including the national human rights action plan and the federal health plan.⁴⁷

194. For outcome 2 (decent work), a total of 30 activities (as well as three joint programmes) were undertaken primarily in the realm of dissemination, followed by that of knowledge generation and to a lesser extent, institutional strengthening. Dissemination initiatives focused mainly on generating management models and frames of reference (“Decent work”, “Social protection floor”) and promoting them among the relevant stakeholders. Specific initiatives were undertaken in the realms of the informal economy, small and medium enterprises, rural labour, promoting quality employment, eradicating child labour, promoting youth employment, increasing employability of unemployed heads of households, vocational training, social economy enterprises, corporate social responsibility, promoting workers’ health and furthering gender equality in the union sector.⁴⁸

195. For outcomes 3 (social inclusion — 63 activities, 4 joint programmes), 4 (health — 66 activities, 2 joint programmes) and 6 (institutional development — 23 activities), activities were primarily concentrated in the realm of institutional strengthening.⁴⁹ For outcome 5 (education), only six activities were undertaken, with much work remaining to be done to improve educational processes in the classroom.

(c) *Decent work-related programmes, projects and initiatives undertaken by individual United Nations agencies*

196. Based on information received from UNCT and excluding ILO-only initiatives, 20 programmes/projects had been implemented since 2007 including several that were currently ongoing, relating to each of the four decent work pillars, all of them contributing to the attainment of the Millennium Development Goals. A total of nine UNCT members as well as the Resident Coordinator’s Office (RCO) and ECLAC are involved in decent work-related initiatives in Argentina — a useful indicator that the involvement of United Nations organizations (albeit at varying levels) in decent work-related projects is meaningful. These entities — listed in order of the number of initiatives/projects in which they were involved — included: UNDP (14), UNICEF (7), ILO (5), ECLAC (4), UNAIDS (3), UNHCR (3), RCO (2), PAHO/WHO (2), UNFPA (2) and UN-Women (1).

197. Some of the significant initiatives relating to the four decent work pillars in Argentina include:

- On pillar 1 (employment creation): support to the development of a permanent professional (vocational) training system for the unemployed including promotion of adult education and school completion for the youth (UNDP); support to the territorial implementation of labour policies by supporting local stakeholders involved in employment promotion and job creation via training, strengthening information systems, awareness-raising and developing materials to further participation of vulnerable sectors (UNDP); facilitating the integration of the most vulnerable asylum seekers and refugees through life skills and language training (UNHCR); provision of life-skills training and small business development grants to resettled refugees (UNHCR); and promotion of access to jobs and social inclusion for transgender people in Santa Fe Province (cross-cuts with pillar 2) (UNAIDS, UNDP, RCO)

⁴⁷ Ibid., pp. 27-28.

⁴⁸ Ibid., pp. 31-32.

⁴⁹ Ibid., pp. 32-38.

- On pillar 2 (social protection): support to the implementation of the transition process of the first conditional cash transfer programme in Argentina (*Jefes de hogar*) through support to management and programme effectiveness (UNDP); and provision of job counselling, job search support and vocational training with a gender perspective to low-income young women in the Province of Buenos Aires (cross-cuts with pillar 1) (UNDP)
- On pillar 3 (fundamental principles and rights at work): support for the national plan for the eradication of child labour through awareness-raising, strengthening information systems on child labour, direct support to prevention initiatives undertaken by civil society organizations, training of health workers on child labour and study on institutional development and capacity of provisional commissions dealing with the issue (ECLAC, ILO, UNDP, UNICEF); developing the institutional capacity of the corporate social responsibility and decent work programmes of the Ministry of Labour, Employment and Social Security through implementing an Observatory on the programmes and disseminating best practices and lessons learned (ECLAC, ILO, UNDP); strengthening the capacities of labour unions to promote gender equality through furthering gender perspectives in the work of union delegates and providing corresponding training (ILO, PAHO/WHO, RCO, UNAIDS, UNDP, UNICEF, UNFPA, UN-Women,); and support to the development of initiatives in the private sector targeting people with HIV in the workplace to further their inclusion, eliminate discrimination, promote their human rights as employees, develop their work skills through training and internships and promote HIV prevention (UNAIDS)
- On pillar 4 (governance and social dialogue): strengthening the permanent information system of the Ministry of Labour on employment, labour relations, social protection, poverty, income distribution and labour issues through consolidating existing monitoring systems and conducting complex studies to evaluate public policies on these issues (UNDP); support for consolidating the information system to allow for monitoring and evaluation of information relating to employment and work in the Province of Buenos Aires (UNDP); furthering dialogue between government officials and other stakeholders to strengthen public policies on the care economy (ILO, UNDP, UNICEF, UNFPA); furthering inter-agency technical dialogue to support the consolidation of the national social protection floor in the context of the national social protection system (ECLAC, ILO, PAHO/WHO, UNDP, UNICEF); supporting the work of the Business Network against Child Labour — a joint committee to fight child labour comprised of the Government, civil society and the private sector (UNICEF); and strengthening the protection, registration and reporting capacities of the provincial authorities in Buenos Aires with regard to violations of the rights of poor, migrant and working children and adolescents (UNICEF).

(d) *Joint programmes, projects or activities relating to decent work*

198. Of the 20 aforementioned decent work-related initiatives being undertaken in Argentina, seven are joint endeavours involving the nine aforementioned UNCT members plus ECLAC. For small programmes (for instance three agencies working on a joint programme with a budget of US\$ 6,000 or seven agencies plus the Resident Coordinator's Office working on a joint programme with a budget of US\$ 54,800), the question was raised as to whether coordination efforts required to jointly finance and implement such small programmes was commensurate with the results achieved. Interviewees indicated that given Argentina's advanced economic status, agencies struggled to attract external funding, and joint programmes — even with minimal funding — provided an avenue for them to engage in an initiative in which they otherwise could not have played a role. Joint programmes also had the added value of bringing together the expertise of each agency and the accomplishments in

terms of joint advocacy and awareness-raising could not be readily measured in monetary terms. Agencies further had more credibility and carried more weight when they addressed partners with one voice as the United Nations.

199. However, the scope for effective collaboration between United Nations system entities is somewhat challenged by an element of inter-agency competition that was observed. Given the large volume of decent work-related initiatives under way in Argentina that are primarily financed by the State, interviewees pointed out that a United Nations entity with lower overhead costs could be awarded a large project that might have been more aligned with the mandate of another entity. However the latter had lost out on the project due to having higher fixed overhead costs, spurring competition and misgivings among agencies.

(e) *Decent work-related initiatives not covered by the United Nations Development Assistance Framework*

200. Most decent work-related initiatives are encompassed within UNDAF. Outside UNDAF, the World Bank has been assisting the Government of Argentina, primarily through budgetary support and technical assistance in various social protection realms including: unemployment insurance, intermediation (services provided to employed and unemployed people at local level), youth employment, lifelong learning, vocational training and family allowances.

(f) *Decent work-related initiatives at the regional or global level*

201. While almost all decent work initiatives in Argentina were undertaken at the national, provincial or local level, the review encountered one instance each of a global and regional initiative. At the global level, through the Global Compact launched in 2004, ILO, ECLAC and UNDP had been actively working with 200 companies in Argentina to promote decent work incorporating four of the 10 Compact principles. Those included: upholding the freedom of association and the effective recognition of the right to collective bargaining; eliminating all forms of forced and compulsory labour; effective abolition of child labour; and the elimination of discrimination in respect of employment and occupation. UNDP was a strong promoter of the Network's activities and recently shared some good practices with the Compact at the worldwide level. At the regional level, PAHO/WHO conducted a four-country study on the health of health workers, the results of which were presented to the government in each country, with a perspective to submit it at the Southern Common Market (MERCOSUR) and PAHO levels.

(g) *Financial resources for decent work-related outcomes in the United Nations Development Assistance Framework*

202. The total estimated resource requirements for the 2010-2014 UNDAF are US\$ 877.1 million of which only US\$ 13.1 million (1.49 per cent) will be paid for from the regular budget of United Nations system entities while more than US\$ 800 million (90 per cent) will be financed by the Government of Argentina. Among the six major UNDAF outcomes, US\$ 44.65 million (5 per cent of the total UNDAF budget) will go towards the promotion of decent work (outcome 2), while the highest priority in terms of resource allocation is reserved for outcome 2 on social inclusion and equity (decent work pillar 2) with US\$ 506.4 million (58 per cent of total funding). Outcomes 4 (right to health) and 5 (right to education) that further decent work pillars 2 and 3 have a total allocation of US\$ 55.16 million or 6.29 per cent of the UNDAF budget.

203. Of the 15 implementing United Nations system entities, nearly 85.5 per cent (US\$ 750 million) of total resources — primarily emanating from the State — will be channelled through UNDP whose portfolio in Argentina is the second largest globally for any UNDP country office after Afghanistan. Among the other entities, only UNICEF (US\$ 20.75 million)

and FAO (US\$ 8.06 million) have considerable resource allocations. Three entities (ILO, UN-Women, WHO) have budgets of US\$ 2-4 million while eight others (ECLAC, UNAIDS, UNESCO, UNFPA, UNHCR, UNIC, UNIDO, UNODC) have budgets ranging between US\$ 61,500 and US\$ 1.5 million.⁵⁰ Resource limitations of those 12 smaller entities must be taken into consideration as a factor limiting the extent of their ability to engage in decent work-related initiatives.

D. Aggregated responses to key evaluation questions at country level

(a) Level of awareness of the concept of decent work

204. In addition to the seven⁵¹ aforementioned United Nations system entities directly involved in the implementation of UNDAF outcome 2 on decent work, the fact that 14⁵² out of the 18 entities constituting the system in Argentina are involved in the implementation of one or more of the five UNDAF outcomes directly or indirectly relating to decent work serves as a clear sign that — irrespective of any instructions or guidance received from their organizational headquarters — most entities in Argentina have a high level of awareness of the concept and importance of decent work. It is clear that national demand has been the fundamental catalyst in raising the awareness of United Nations organizations as regards decent work and in motivating them to mainstream it into their planning instruments and programmes at the country level. The ILO office in Buenos Aires has also played a catalytic role, advocating and raising awareness of decent work in UNCT.

(b) Level of incorporation of decent work in the United Nations Development Assistance Framework

205. Thanks primarily to the prioritization of decent work in the national agenda and the willingness of the Government of Argentina to fund major decent work-related developmental initiatives, complemented by the strong advocacy and support role of the Minister of Labour and ILO, all four decent work pillars are fully mainstreamed either directly or indirectly throughout the UNDAF in all four of its priority areas, in five of its six major outcomes (including as a stand-alone outcome 2) and their corresponding indicators.

(c) Relevance of decent work for the country

206. Decent work in the Argentinian context is consciously and proactively considered in the determination of national development policies, with the Government viewing its promotion, via furthering quality and productive employment and inclusive growth, as a vital component of its strategy for progress. Its seriousness and commitment to promoting decent work is clearly evidenced in three successive country programmes and together with ILO, it has worked to ensure that all the priorities outlined in the programmes are also reflected in the UNDAF for Argentina.

207. Given the relevance of decent work in the Argentinian context, there are several key United Nations players involved in mainstreaming it, namely ILO, UNAIDS, UNDP, UNFPA and UNICEF. Benefiting from significant State funding, those entities have focused considerable efforts on technical assistance in a variety of decent work-related realms. The World Bank also plays a significant role through financing major programmes in the realm of

⁵⁰ *Marco de Asistencia de las Naciones Unidas para el Desarrollo (MANUD)*, p. 19.

⁵¹ ECLAC, ILO, PAHO/WHO, UNDP, UNFPA, UNICEF and UN-Women.

⁵² ECLAC, FAO, ILO, PAHO/WHO, UNAIDS, UNDP, UNESCO, UNFPA, UNHCR, UNIC, UNICEF, UNODC, UNOPS, UN-Women.

social protection with the Ministry of Labour, but has limited or no cooperation with the United Nations system entities engaged in this field.

(d) *Coherence between country-level policies and practices of United Nations country team members and their headquarter counterparts as regards decent work*

208. While more is usually done at the country level by United Nations agencies in Argentina relative to the directions or instructions received from their organizational headquarters, FAO Argentina presents an atypical example of a missed opportunity by a country office to further decent work when it is clearly in line with its organization's mandate. While at the headquarters level, FAO has been one of the most active United Nations system entities in embracing and furthering the decent work agenda, particularly as regards rural employment and the corresponding challenges of informality, underemployment and child labour, FAO Argentina does not have a single project in the decent work realm. That was explained by the fact that the Ministry of Labour, which was entrusted with dealing with all labour-related issues, had not participated in the development of the FAO country programme. Subsequently, FAO had not been able to offer its experience and expertise in decent work realms which constitute real challenges for Argentina, namely, the widespread use of child labour in three provinces in northern Argentina and the use of migrant labour in the agricultural sector.

209. In terms of overall coherence, while decent work constitutes an important element of the activities of United Nations organizations at the country level, there are certain limitations as agencies concentrate on only those aspects of decent work pertinent to their own traditional organizational mandate. Resource constraints also limit the realms of decent work on which agencies can work together. Lack of any real incentive further limits the conscious implementation of the Economic and Social Council resolution on mainstreaming decent work. Unless UNCT members receive more direct guidance from their regional offices or headquarters — which in most cases is non-existent at the moment — it is unrealistic to expect them to increase their activities on decent work issues. Nonetheless, a strong push from the Government has helped to enhance the scope for involvement by United Nations system entities.

(e) *Sustainability of actions at national level including challenges faced*

210. Sustainability is ensured by national prioritization of decent work accompanied by significant financial commitments from the host government. However, more needs to be done to improve the ability to measure progress. For the 60 indicators corresponding to the UNDAF decent work-related outcomes 2-6, a little less than half have no established baselines (27) or targets (25). While the outcomes constitute an appropriate basis for the development of concrete programmes, the lack of clearly identified baselines and targets leave in limbo the ability to clearly follow and measure progress attained in their implementation. The UNDAF matrix is also weak in the identification of quality-related indicators. Compounding the problem of lack of baselines and targets, it was observed that given that most projects are financed by the State, the Government was not very open to having its programmes evaluated; the UNDAF mid-term review subsequently took months to complete. The perception was further expressed that national ministries were not particularly open to broad dialogue which made interactions challenging at times.

(f) *Good practices identified*

211. Argentina serves as a unique example of a country that has adopted decent work as a stand-alone ninth Millennium Development Goal (national MDG 3). Progress on the national Goals is monitored by the National Council for the Coordination of Social Policies with UNDP support. Having decent work as both a stand-alone national Goal and a stand-alone UNDAF outcome has undoubtedly facilitated its mainstreaming by United Nations system

entities. The UNDAF also makes clear provision for the CEB toolkit on decent work to serve as an input in monitoring and evaluating the implementation of its outcomes.⁵³

E. Possibilities and needs for the post-2015 period

212. Recent economic developments in Argentina with slowdowns in economic growth and job creation (gross domestic product (GDP) growth expected to contract by -1 or -1.5 per cent in 2014 and grow by only 0.5 per cent in 2015),⁵⁴ may present challenges for the Government to continue to expand its impressive social protection programmes (e.g. youth, informal sector) and maintain its standing as the Latin American nation with the highest levels of social investment per capita. With national elections scheduled for October 2015, national priorities as regards the post-2015 development agenda may also change depending on the political leanings of the future government. Additionally, given the fact that the new UNDAF will have to be defined with the present government, the level of buy-in by the future one remains uncertain. In terms of financing, with donor States increasingly unwilling to finance developmental initiatives in upper middle-income countries, without continued government financing the United Nations system will be unable to sustain its technical assistance and advocacy support for decent work initiatives.

213. What is clear is that Argentina continues to face a host of challenges that need to be addressed as part of the post-2015 development agenda to further development of social justice and equity including: improving quality of employment; reducing precariousness, informality and non-registered employment; prioritizing vulnerable/marginalized groups (youth, migrants, older workers); improving income distribution; reducing regional asymmetries; strengthening the extension of social protection coverage; addressing territorial disparities in access to cash transfer programmes; preventing and eradicating child labour particularly in the agricultural sector; combating human trafficking and labour exploitation; furthering gender equality; and strengthening social dialogue institutions.

⁵³ *Marco de Asistencia de las Naciones Unidas para el Desarrollo (MANUD)*, p. 23.

⁵⁴ Available from www.worldbank.org/en/country/argentina/overview (accessed on 19 October 2014).

Country case study: Cambodia

Category	Indicator	Cambodia
Human Development	Human Development Index - HDI 2013 / Category of HDI / HDI change since 2008 (1)	0.584 / Medium / +.020
Demography & Territory	Population total (millions) (1)	15.14 million
	Total Area (square kilometres) (3)	181,035
	Urban (% of population) (1)	20.34%
	Median age (years) (1)	25.01 years
Income & Growth	Gross national income (GNI) per capita (2011 PPP \$) (1)	\$2805
	GDP (purchasing power parity) (2013 est.) (3)	\$39.64 billion
	GDP - real growth rate (2013 est.) (3)	7%
Inequality	Inequality (Gini coefficient) (1)	36.03
Employment & Vulnerability	Employment to population ratio (1)	85.8
	Unemployment rate (%) (1)	7.10%
	Vulnerable employment (% of total employment) (1)	n.a.
	Youth unemployment (% of ages 18-35) (1)	3.40%
	Child labour (% of ages 5 to 14) (1)	36.10%
Poverty	Population in multidimensional poverty (%) (1)	45.10%
	Population in severe poverty (%) (1)	16.40%
	Population below national poverty line (%) (1)	20.50%
	Share of working poor, below \$2 a day (%) (1)	53.10%
Gender	HDI Female / Male (1)	0.533 / 0.587
	Gender Inequality Index (1)	0.505
	Labour Force Participation Rate: (% aged 15 and above) Female / Male (2012) (1)	F: 78.9% / M: 86.5%
Health	Total expenditure on health per capita (Intl \$, 2012) (4)	\$135
	General government expenditure on health as a percentage of total government expenditure (2012) (4)	6.70%
	HIV prevalence among adults aged 15-49 years (%) (4)	0.80%
	Antiretroviral therapy coverage among people with HIV infection eligible for ART according to 2010 guidelines (%)	84%
	Number of people (all ages) living with HIV (2012) (4)	76,000
Education	Adult literacy rate (% ages 15 and older) (1)	73.90%
Human Security	Old age pension recipients (% of statutory pension age population) (1)	5%
Mobility	Net migration rate (per 1000 population) (1)	-2.3
Trade & financial flows	International Trade (% of GDP) (1)	113.58%
	Net official development assistance received (% of GNI) (1)	0.08%
	Remittances, inflows (% of GDP) (1)	1.25%
ILO core conventions - year of ratification (all core conventions ratified & in force in all 5 countries) (2)	C29 Forced Labour Convention (1930)	1969
	C87 Freedom of Association and Protection of the Right to Organise Convention (1948)	1999
	C98 Right to Organise and Collective Bargaining Convention (1949)	1999
	C100 Equal Remuneration Convention (1951)	1999
	C105 Abolition of Forced Labour Convention (1957)	1999
	C111 Discrimination (Employment and Occupation) Convention (1958)	1999
	C138 Minimum Age Convention (1973)	1999
	C182 Worst Forms of Child Labour Convention (1999)	2006

(1) Source: UNDP Human Development Report 2014. all figures are for 2013 unless indicated otherwise.

(2) Source: ILO NORMLEX (Information system on International Labour Standards) (accessed: 24 September 2014)

(3) Source: CIA, The World Factbook (accessed: 24 September 2014)

(4) Source: WHO (accessed: 24 September 2014)

A. Relevance/importance of decent work to the Government of Cambodia and its assessment of the role and contributions of the United Nations system in this regard

214. Following its emergence from 30 years of conflict a little over a decade ago, Cambodia made significant developmental strides in a relatively short period, marked by impressive levels of sustained economic growth (6 per cent plus in recent years) and significant levels of job creation. In the realm of human development, it ranks among the best performers among developing countries in poverty reduction with the incidence of poverty dropping from 47.8 per cent in 2007 to 19.8 per cent in 2011. It has already achieved four out of the nine Cambodia Millennium Development Goals ahead of schedule and is well positioned to reach the other Goals by the end of 2015, ranking it first in the Asia Pacific region in making good progress to improve social indicators. Given its positive trajectory, Cambodia's target is to graduate from a least developed country to a lower middle-income one in the near future.

215. However, despite progress, the country faces a host of challenges directly relating to the decent work pillars or affecting the ability to advance them. These include: a massive informal sector (out of a working population of 7 million, 5 million are engaged in the informal economy, primarily agriculture); low skills and lack of quality employment opportunities for youth; low wages including an artificially low minimum wage for the garments sector (with over 600,000 employees) and ever lower salaries for many civil servants and teachers; widespread violations of labour laws including long hours, poor working conditions and inadequate factory inspections (particularly in garment factories); fragile political situation (opposition boycotts of parliament); a weak and corrupt judiciary; and increasing income disparity between the wealthy (0.01 per cent of the population) and the rest.

216. The need to address those challenges has been made all the more acute by the growing awareness of civil society, unions and youth, of their rights and entitlements. Massive demonstrations for better wages and better working conditions have become increasingly common in the last 3-4 years. The rapid expansion of mobile communications, particularly smartphones and social media, has played a role in the dissemination of such information, creating increasingly greater demand for decent working conditions.

217. The Government of Cambodia has heavily prioritized job creation and poverty reduction in its key policy document for development, the "Rectangular Strategy" Phase III, adopted in September 2013, which has four strategic objectives, two of which are directly related to the pillars of decent work, namely: objective 2: creating more jobs for people especially the youth (decent work pillar 1); and objective 3: reducing the incidence of poverty by more than 1 per cent annually (pillars 1-2).⁵⁵ These objectives have also been concretized in the National Strategic Development Plan 2014-2018 which serves as the road map for the implementation of the Rectangular Strategy Phase III.

218. The above-mentioned challenges are also addressed through the UNDAF for Cambodia for 2011-2015 which deals with all four decent work pillars and whose priorities were determined following extensive consultations between government ministries and United Nations system entities, coordinated by the Council for the Development of Cambodia, which serves as the focal point for government coordination with development partners. During interviews, the Council confirmed that the key UNDAF outcomes were closely aligned to the

⁵⁵ "Rectangular Strategy" for Growth, Employment, Equity and Efficiency: Phase III of the Royal Government of Cambodia of the Fifth Legislature of the National Assembly (Phnom Penh, September 2013).

Government's national priorities and reflected the comparative advantages of the United Nations.

219. Regarding the decent work-related initiatives contained in the UNDAF, while the Council for the Development of Cambodia welcomed the active role of ILO in raising the issue during its preparation, and highlighted employment (decent work pillar 1) as one of the Government's highest priorities, the three other pillars were classified only as "relevant", with social protection (pillar 2) coming a (distant) second followed by fundamental principles and rights at work (pillar 3) and lastly social dialogue (pillar 4).

220. In terms of performance, the Council for the Development of Cambodia indicated that the contributions of United Nations system entities were most significant in the realm of social protection issues (pillar 2) and highlighted the role of FAO, UNFPA, UNICEF, UN-Women and WFP. On employment creation (pillar 1), the Council noted that international financial institutions, particularly the Asian Development Bank (ADB), were doing a better job in addressing the issue compared to the United Nations system entities whose interventions in that realm included small-scale initiatives with too few beneficiaries to have any visible impact. On rights at work (pillar 3), while acknowledging the role of ILO and OHCHR, particularly the positive impact of the ILO better factories programme, the Council noted that the ILO ability to contribute was limited by its small presence in Cambodia. On social dialogue (pillar 4), it questioned the effectiveness of the ILO role, given recent confrontations between employers and workers. The role of UNDP on social dialogue was also acknowledged.

221. The Council for the Development of Cambodia was of the view that there were gaps in the areas of capacity-building and financial management of programmatic activities that needed to be addressed and also aligned to the national system. It termed support for capacity-building as fragmented with no clear strategy for human development and wanted more harmonized support from the United Nations family. Under such circumstances, project implementation was very slow and the Government wanted to have full ownership at that level.

222. The Council for the Development of Cambodia was also of the view that many activities in which United Nations system entities were engaged reflected more the priorities and mandates of individual agencies and it considered that the number of beneficiaries of some of their interventions was far too limited to be of practical use to the country. It recommended that, rather than a wide range of small and uncoordinated albeit well-intentioned initiatives being undertaken in isolation resulting in limited overall impact, the entities in Cambodia would do better to focus more intensively on a smaller range of interrelated issues.

223. United Nations system entities interviewed indicated that the Council for the Development of Cambodia might not have a complete picture of the entire range of activities in which they were involved and of their corresponding impact, due to the fact that in terms of UNDAF practical implementation, the entities worked directly with the various line ministries and not with the Council. As such, the individual ministries were in a better position to assess the system's concrete contributions. However, given the Council's central role in development coordination and in ensuring the inclusions of national priorities in UNDAF, its critical observations indicated a clear need for better communication between the United Nations system and the host government.

224. With regard to the response of the Government of Cambodia, the United Nations system entities welcomed its growing awareness of key decent work-related issues including:

need for decent work in the informal sector; labour migration; women's economic empowerment; and tripartite dialogue on working conditions and a minimum wage.

B. Presence of United Nations system organizations in Cambodia

(a) Resident and non-resident agencies

225. UNCT in Cambodia is composed of 27 specialized agencies, funds and programmes of which 19 entities plus the Resident Coordinator are signatories to the 2011-2015 UNDAF. These include 11 resident agencies (FAO, OHCHR, UNAIDS, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UNODC, WFP, WHO) and eight non-resident ones (International Fund for Agricultural Development (IFAD), ILO, United Nations Capital Development Fund (UNCDF), UNEP, UN-Habitat, UNIDO, United Nations Volunteers programme (UNV) and UN-Women. IAEA, UNOPS five other agencies (IOM, International Monetary Fund (IMF), United Nations Assistance to the Khmer Rouge Trials (UNAKRT), United Nations Inter-Agency Project on Human Trafficking (UNIAP), World Bank) are UNCT members though they are not signatories to UNDAF.

(b) ILO presence and the decent work country programmes for Cambodia

226. Despite being a non-resident agency, ILO has 53 staff members in Cambodia and has been operating in the country since 1992 with expenditures exceeding US\$ 70 million in the country during the past two decades. It was instrumental in the development of the 1997 Labour Law, one of the first laws to be adopted by the National Assembly. Its present work is structured around the Decent Work Country Programme for Cambodia (2011-2015) which focuses on the following three priority areas that also reflect its commitment to UNDAF: improving industrial relations and rights at work (priority 1); promoting an enabling environment for decent employment growth, with a focus on young people (priority 2) and improving and expanding social protection (priority 3).⁵⁶ While ILO is recognized by the United Nations system agencies as their main interlocutor with the Government on labour issues and coordinates its activities closely with OHCHR, UNDP, UNESCO and UNIDO, interviews revealed little or no awareness among UNCT members of the Programme or its priorities. Nonetheless its priority areas did come up during UNCT discussions when they were of common interest to UNCT (e.g. worker's rights, wage-setting in the garments sector).

C. Decent work-related initiatives undertaken by the United Nations country team and corresponding awareness

(a) Awareness of decent work among United Nations country team members

227. Most UNCT members generally lacked a solid conceptual understanding of decent work. That was evident during interviews when the Inspector had to point out the clear link between the four decent work pillars and UNDAF implementation-related activities undertaken by some agencies. Then they acknowledged, in hindsight, that they had in fact been furthering the decent work agenda without consciously realizing that they were doing so and without any explicit intent. The two interviewees who had a strong conceptual grasp of decent work had attained such knowledge from past work experience and they pointed out that the terminology itself hindered conceptual understanding as the agencies tended to interpret "decent work" as relating just to labour and economic activity — the other three decent work pillars were not immediately evident from the term itself.

⁵⁶ ILO, *Decent Work Country Programme: Cambodia (2011-2015)*.

228. Within UNCT it was noted that while specific decent work pillars were addressed from time to time through various thematic working groups, the term was rarely used as agencies tended to perceive it as pertaining to the ILO mandate and not to their own. One notable exception was OHCHR Cambodia of which two of the four country office units (Civil Society and Fundamental Freedoms Unit, Economic and Social Rights Unit) explicitly dealt with decent work and had readily adopted the term given that social protection (pillar 2), rights at work (pillar 3) and the right to social dialogue (pillar 4) were core to their activities.

229. UNCT thus addressed decent work through the dimension of a variety of lenses including empowerment, human rights, social inclusion, vulnerability, etc. Issues of industrial conflict, sustainable growth and inclusive growth that cross-cut various decent work pillars also featured prominently in UNCT discussions. Within such a context, those pillars were very much embedded in current UNCT discussions. Addressing decent work explicitly was also hindered by the fact that there was much sensitivity in Cambodia to the use of rights-based language. Subsequently, agencies tended to intentionally downplay the use of the term and preferred to break it down into its component parts in order to have more productive conversations with national counterparts.

230. Lack of conceptual understanding of decent work might also be explained by the fact that none of the UNCT members interviewed had received any explicit organizational directives/guidance to mainstream decent work and none had heard of the CEB toolkit on decent work nor of the Economic and Social Council resolutions on it. In terms of training, with the exception of the Resident Coordinator who had received training at ILO headquarters in 2009-2010 on decent work and the social protection floor as part of the induction training programme, none of the UNCT members had received any training dedicated to it from any entity. While ILO made a presentation on its work once a year during United Nations orientation sessions for new staff organized by the Resident Coordinator's Office, it provided no explicit training on the decent work agenda.

231. United Nations agencies were of the view that with multiple mainstreaming agendas being promoted (gender, human rights), bringing decent work to the fore would be greatly served by having a single agency assigned the lead role to champion the decent work agenda and provide corresponding training and technical support, just as UN-Women had done for gender mainstreaming and OHCHR for the human rights-based approach. Given that agencies were currently cooperating much more than in the past, optimism was expressed that it would not take much for the UNCT members to connect the dots as regards the different decent work pillars if such a role were assigned to ILO. Additionally, if the Secretary-General and the CEB members jointly affirmed that decent work was a genuine agenda shared within the United Nations system, such action could facilitate the incorporation of decent work as a key programming principle into UNDAF.

232. The ILO ability explicitly to further the decent work agenda within UNCT is limited by the fact that it is a small player in comparison to other United Nations entities in Cambodia and thus has limited leveraging power. It thus strategically focuses its efforts on the individual decent work pillars given their relevance to other entities and consciously avoids using the term as other agencies perceived it as mandate encroachment. For instance, when ILO tried to include decent work explicitly into UNDAF, it was allegedly accused by other agencies of pushing its own mandate rather than a common agenda. It also tried to promote decent work through the joint programmes in which it participated. The Resident Coordinator could also play a major role in furthering the decent work agenda within UNCT. The fact that the current Coordinator is trained and well versed in decent work should be useful to that end.

(b) *Incorporation of decent work in the United Nations Development Assistance Framework and progress in implementation*

233. The incorporation of the four decent work pillars in UNDAF resulted from UNCT viewing the individual pillars as essential to the attainment of the sustainable, quality growth that Cambodia needed to graduate into a lower middle-income country and be part of the Association of Southeast Asian Nations. UNCT also contextualized the pillars as components of human capital development and de facto necessities in UNDAF implementation. ILO further performed a vocal role during the UNCT deliberations for the inclusion of the pillars into UNDAF without explicitly referring to them as decent work.

234. The 2011-2015 UNDAF was prepared based on findings from the United Nations common country assessment (CCA) of Cambodia and on lessons learned from the previous UNDAF and is oriented towards the attainment of the Cambodia Millennium Development Goals. It is anchored in and aligned with the Government's Rectangular Strategy Phase II and the National Strategic Plan for Development and builds upon the outcomes and lessons learned from the previous UNDAF (2006-2010). The present UNDAF contains five priority areas, 22 outcomes and 66 outputs with their corresponding indicators, baselines and targets. All five priority areas contain outcomes that are related either directly or indirectly to one or more of the four decent work pillars.

235. Priority area 1 (economic growth and sustainable development) contains one outcome explicitly focused on decent work pillar 1 (employment): increased employability and productive and decent employment opportunities, particularly for youth and women, through diversified local economic development in urban and rural areas (outcome 1.4). There are five corresponding outputs to outcome 1.4, all related to employment promotion: national capacity strengthened to develop and implement gender-sensitive employment policies/strategies, with emphasis on youth and migrant workers (output 1.4.1); labour market information services, career guidance and counselling services and employment agencies established and strengthened at national and subnational levels (output 1.4.2); increased access for potential and existing women entrepreneurs to high-quality and gender-responsive business development services (training, microfinance services, etc.) (output 1.4.3); apprenticeships, work placements, internships and volunteer schemes developed particularly for young people and disadvantaged groups (output 1.4.5); and effective, well-funded local development funds at both district and commune levels (output 1.4.5). Outcome 1.4 has 17 associated indicators with corresponding baselines and targets. Eight United Nations and two other agencies are among the implementing partners — FAO, ILO, IOM, UNCDF, UNDP, UNESCO, UNIAP, UNIDO, UNV and UN-Women.⁵⁷

236. Priority area 2 (health and education) contains two outcomes contributing directly to the furtherance of decent work pillars 1-2: strengthened health sectors response to HIV (outcome 2.2); and enhanced national and subnational institutional capacity to expand young people's access to quality life skills including on HIV and TVET (outcome 2.5). The two outcomes have four outputs and 12 associated indicators with corresponding baselines and targets. Ten United Nations entities are among the implementing partners — ILO, UNAIDS, UNDP, UNESCO, UNFPA, UNICEF, UNIDO, UNV, WFP and WHO. An additional output 2.1.2 (increased competency and availability of human health resources, particularly midwives and other professionals where skills gaps exist) with one indicator and UNFPA as an implementing partner further pillar 1 (employment).⁵⁸

⁵⁷ Cambodia UNDAF 2011-2015 and UNDAF Results Matrix and M&E Framework (2010).

⁵⁸ Ibid.

237. Priority area 3 (gender equality) contains one outcome (3.3) (women are progressively empowered to exercise their rights to full and productive work with decent terms and conditions based on ILO criteria), contributing directly to the furtherance of decent work pillar 3 (rights) and indirectly to pillar 1 (employment). Outcome 3.3 has two associated outputs and six associated indicators with corresponding baselines and targets. Seven United Nations entities are among the implementing partners — ILO, UNAIDS, UNDP, UNESCO, UNIDO, UNV and UN-Women.⁵⁹

238. Priority area 4 (governance) contains six outputs pertaining to three outcomes promoting decent work pillars 2-4. Output 4.1.4 (strengthened capacities of trade unions and employers organizations to engage in social dialogue, dispute prevention and effective collective bargaining with special attention to female workers) and output 4.1.3 (equipping civil society organizations and community-based organizations with the knowledge, means and capacity to mobilize people to engage, dialogue and claim their rights) contribute directly to furthering pillar 4 (social dialogue). Output 4.2.1 (effective State implementation of legislation and policies to protect the rights of citizens, in particular children, women, persons with disabilities, migrant workers, people living with AIDS and indigenous peoples) furthers pillar 3 (rights) and outcome 4.5 (strengthened multisectoral response to HIV) with three corresponding outputs furthers pillar 2 (social protection). The six outputs have 12 dedicated (plus five overlapping) indicators with corresponding baselines and targets. Twelve United Nations entities are among the implementing partners: ILO, OHCHR, UNAIDS, UNCDF, UNDP, UNESCO, UNFPA, UN-Habitat, UNICEF, UNIDO, UNV and UN-Women.⁶⁰

239. As the title makes clear, priority area 5 (social protection) is dedicated entirely to addressing multiple facets of decent work pillar 2 including: policies, strategies and regulatory frameworks for social protection, expanding social security coverage, expanding health insurance, social welfare, social safety net programmes, combating exclusion and improving access for vulnerable populations. It contains three major outcomes, 13 outputs and 31 indicators with corresponding baselines and targets. Ten United Nations entities and the World Bank are among the implementing partners: ILO, Office for the Coordination of Humanitarian Affairs (OCHA), UNAIDS, UNDP, UNFPA, UN-Habitat, UNICEF, UN-Women, WFP and WHO.⁶¹

240. In terms of monitoring and evaluating the implementation of outcomes, the UNDAF states that a joint annual review will be undertaken in conjunction with national counterparts. While it also stipulates that a mid-term review (2013) and a detailed evaluation in the penultimate year of UNDAF will be undertaken in conjunction with the Government of Cambodia and other partners, UNCT subsequently decided not to undertake that review.

241. With regard to UNDAF implementation, as per the findings of the 2012-2013 Annual Monitoring Summary⁶² and presentation⁶³ on UNDAF, significant contributions were made by United Nations system entities on decent work-related issues pertaining to the five priority areas. Key achievements on priority area 1 (economic growth) included: formulation of national employment policy; inclusion of skill development in industrial development policy; strengthening of employment agencies and counselling services with particular focus on youth and women; new food security and nutrition strategy; access for rural poor to rural financial services; enhancement of productive export capacities through monitoring of

⁵⁹ Ibid.

⁶⁰ Ibid.

⁶¹ Ibid.

⁶² United Nations Cambodia, *Sixth Joint Annual Review meeting of the United Nations Development Assistance Framework (UNDAF) 2011-2015*, 2012-2013 Annual Monitoring Summary.

⁶³ Ibid., Presentation (12 February 2014).

working conditions; and addressing HIV issues in enterprises. Key pending challenges included weak labour market data and information systems and high skills mismatch in the labour market challenging competitiveness and productivity.

242. On priority area 2 (health and education), key accomplishments included: approval of framework to eliminate new HIV infections by 2020; endorsement of the National Youth Policy; coverage of 3 million people by the Health Equity Fund; increased antiretroviral treatment coverage for HIV-positive pregnant women and their infants; and training of 6,000 educators and trainers on comprehensive sexuality education. Accomplishments in priority area 3 (gender equality) included: strengthened access of rural female entrepreneurs to external markets; strengthened national coordination mechanisms for gender equality; and support for Government submission of a memorandum of understanding with Malaysia on domestic workers.

243. Significant achievements on priority area 4 (governance) included: policy development and implementation support to preventing violence against children, child protection and child labour issues; improved protection of migrant workers' rights; promotion of protection of land and economic rights, including of indigenous people; strengthened policies and support for people living with disability and the network of people living with HIV; and capacity development on industrial relations, social dialogue and collective bargaining. The need for a robust wage-fixing system to protect vulnerable workers and reduce inequality remained a major pending challenge.

244. Finally, on priority area 5 (social protection), key accomplishments included: support for development and piloting of the National Social Protection Strategy for the poor and vulnerable; support for collection of rural-urban migration data and analytical study on ageing and women; analysis of child deprivation and inequality in Cambodia; support for development of national health financing policy; development of regional social protection framework; scaling up of primary school scholarships and school feeding programmes; development of the Child Labour Monitoring System at national and subnational levels; piloting of innovative cash transfer models; and assistance to vulnerable people affected by floods. Key pending challenges included: fragmentation, limited scaling up, uncertainties in funding and delayed roll-outs of social protection programmes as well as lack of a coordination mechanism on social protection and need for strengthened capacity and expanded participation by key players.

(c) Decent work-related programmes, projects and initiatives undertaken by individual United Nations agencies

245. Based on information received from UNCT and excluding ILO-only initiatives, 16 decent work-related programmes/projects/initiatives have been implemented since 2008 by 10 UNCT members (FAO, ILO, OHCHR, UNAIDS, UNDP, UNESCO, UNICEF, UN-Women, WFP, WHO). Thirteen of those initiatives are currently ongoing and relate to each of the four decent work pillars; at least 10 of them contribute to the attainment of the Millennium Development Goals. During interviews, United Nations agencies outlined a far greater number of decent work-related initiatives than those reflected in the written documentation sent to JIU (due to a lack of conceptual understanding). The summarization below thus also reflects information received during the JIU mission to Cambodia.

246. Some of the key decent work-related initiatives undertaken by United Nations entities (plus the United States Agency for International Development (USAID) in Cambodia included:

- On pillar 1 (full and productive employment): developing productive assets for rural communities (building dams, feeder roads) (WFP); reintegration of returning migrants (ILO); climate change adaptation projects that indirectly lead to job creation (UNDP); furthering early childhood to adult education that is relevant to the labour market (UNICEF); furthering life skills through the school curriculum (UNFPA); labour market study on graduates (World Bank); safeguarding and development of the historic site of Angkor (UNESCO); living human treasures programme (UNESCO); strengthening policy framework for women's economic empowerment and supporting subnational mechanisms to increase livelihoods for bamboo producers in Kamping Chhnang (UN-Women); and enterprise development within the agricultural sector (USAID)
- On pillar 2 (social protection): furthering health insurance for formal and informal sectors through support for: National Social Security Fund, development of National Health Financing Policy; monitoring framework for Universal Health Coverage; and guidelines for provider payment methods and benefit packages (WHO); social safety net programmes targeted to people below the poverty line including better access to basic education, school feeding programmes (UNICEF, WFP); maternal and child nutrition (WFP); community-based health insurance scheme (ILO); support for creation of private-sector social security fund (ILO); training for government and civil society on business and human rights principles (OHCHR); support for reporting on women's migration and labour trends (UNFPA); support for equal access to reproductive health services for youth and rural-urban migrants including provision of contraceptives at affordable prices (UNFPA); training on medical facilities for staff in garment factories (UNFPA); research on impact on families of women migrating for work (UN-Women); land rights (OHCHR, UN-Habitat); identifying services needed to strengthen social protection, skills and market access for rural women (UN-Women); food security (FAO); conditional cash transfers to the poor (World Bank, Australian Agency for International Development (AusAid); and support for combating human trafficking (UNODC, USAID)
- On pillar 3 (fundamental principles and rights at work): impact of working conditions in garment factories on young female workers of reproductive age (UNFPA); minimum wage-setting system, general adherence of employers to labour rights and relationships, work conditions (ILO); formal work-related accident compensation legislation (ILO); monitoring the situation of children in the labour market (UNICEF); support for reproductive rights and gender equality initiatives and combating domestic violence (UNFPA); building capacity of local authorities and strengthening laws to prevent exploitation of migrant women workers and training them on their rights (UN-Women); support for road map for ratification of ILO Convention No. 189 on domestic workers (UN-Women); monitoring of demonstrations by trade unions (OHCHR); analysis of incorporation of human rights standards into laws and policies relating to land and housing rights and business and human rights (OHCHR); and support for lesbian, gay, bisexual and transgender (LGBT) rights (USAID)
- On pillar 4 (governance and social dialogue): training for civil society including union activists on the Law of Peaceful Demonstration and international standards on freedom of assembly (OHCHR); furthering social dialogue to prevent exploitation of female migrant, domestic and factory workers (UN-Women); and support for education sector including teachers policy, decentralization and deconcentration reforms, capacity development, funding for school operations and improvement, teachers' salaries (UNICEF).

247. In addition to individual initiatives, having decent work pillars as key organization country-level priorities serves to further the decent work agenda. In addition to OHCHR which has mainstreamed three of the four pillars into its programmatic activities, two out of the three key goals of UN-Women in Cambodia directly relate to decent work, namely, choice (employment generation and capacity) (pillar 1) and safety (prevention of exploitation) (pillars 2, 3).

(d) *Joint programmes, projects or activities relating to decent work*

248. Cambodia has few formal joint programmes in the realm of decent work. While the Council for the Development of Cambodia indicated its support for a Delivering as One approach, UNCT members countered that interministerial cooperation on multisectoral activities remained highly challenging due to a silo approach being followed by the line ministries, resulting in a non-conducive environment for formal joint endeavours. There were, however, several initiatives and activities on which the agencies did coordinate. While there were no evaluations to determine the impact of those initiatives or whether they were necessarily more successful compared to individual agency initiatives, it is evident that such inter-agency coordination allows agencies to benefit from each other's expertise and knowledge during programme implementation.

249. Some of the joint initiatives being undertaken included: Cultural Industries Support Programme which supports women and indigenous artisans to enhance creative industries and improve livelihoods through commercialization of cultural products and services (FAO, ILO, UNDP, UNESCO) (pillar 1); promotion of work-life skills curriculum in schools (UNESCO, UNICEF, USAID) (pillars 1, 2); support for education training programmes (ADB, UNDP, World Bank) (pillars 1, 2); joint programme on children, food security and nutrition (FAO, ILO, UNESCO, UNICEF, WFP, WHO) (pillar 2); support for Social Protection Monitoring and Evaluation System (ILO, UNICEF) (pillar 2); National Social Protection Strategy for the Poor and Vulnerable (ILO, UNDP, UNICEF, WFP, WHO) (pillar 2); support for Social Protection Floor initiative (ILO, UNDP) (pillar 2); advocacy, research, review and technical guidance to improve social protection mechanisms for people living with or affected by HIV (ILO, UNAIDS, UNDP, UNICEF) (pillar 2); support for sector-wide approach to reproductive health (UNFPA, WHO, World Bank) (pillars 2, 3); project on land rights for indigenous peoples in the North-East (ILO, OHCHR) (pillars 2, 3); joint programme on disabilities (UNDP, UNICEF, WHO) (pillars 2, 3); enforcement of laws on domestic workers through provision of inspections (ILO, UN-Women) (pillar 3); support for health equity fund for those below poverty line (ILO, WHO, World Bank) (pillar 3); and support for workshop on draft trade union law (ILO, OHCHR) (pillar 3).

(e) *Decent work-related initiatives not covered by the United Nations Development Assistance Framework*

250. Almost all decent work-related initiatives undertaken by United Nations system entities in Cambodia are covered within UNDAF.

(f) *Decent work-related initiatives at the regional or global level*

251. While most decent work-related initiatives are at the national level, the following constitute initiatives at the global, regional or subregional level: advocacy and awareness-raising through international campaigns to combat stigma and discrimination against people living with and affected by HIV, including in the workplace (Joint United Nations Team on HIV/AIDS) (pillars 2, 3); ILO Better Factories Programme undertaken in seven countries globally with independent monitoring mechanism to report on conditions in factories (supported by OHCHR, UNFPA, USAID) (pillar 3); support for preparation of memorandum of understanding between the Governments of Cambodia and Malaysia to provide protection

for female Cambodian domestic workers in Malaysia (UN-Women) (pillar 3); and creating networks of migrant women in receiving countries (e.g. Malaysia) (UN-Women) (pillar 2).

(g) *Financial resources for decent work-related outcomes in the United Nations Development Assistance Framework*⁶⁴

252. Based on data contained in the UNDAF results matrix, resource mobilization targets for the decent work-related pillars are outlined in the table below. For the bottom three rows, only specific outputs of outcomes 2.1, 4.1 and 4.2 relate to decent work and not to the entire outcome. However, as the matrix only outlines resource targets by outcome, the figures indicated for these three rows are higher than those that would have been allocated for specific decent work-related outputs. It is nonetheless apparent from the table below that the majority of the targeted allocations on decent work-related issues are in the realm of social protection.

Priority, outcome, output (corresponding decent work pillar)	Resource mobilization targets from regular and other resources in US dollars
Outcome 1.4 (pillar 1)	716 000
Outcome 2.5 (pillar 1)	3 379 400
Priority area 5 (pillar 2)	59 962 800
Outcome 2.2 (pillar 2)	15 950 000
Outcome 4.5 (pillar 2)	10 050 000
Outcome 3.3 (pillar 3)	50 000
Outcome 4.2 (containing output 4.2.1) (pillar 3)	1 545 200
Outcome 2.1 (containing output 2.1.2) (pillars 1, 2)	22 550,000
Outcome 4.1 (containing outputs 4.1.3 and 4.1.4) (pillar 4)	7 465 500

D. Aggregated responses to key evaluation questions at country level

(a) *Level of awareness of the concept of decent work*

253. While most United Nations agencies are furthering one or more of the decent work pillars as part of their regular mandated work, none except for OHCHR are consciously doing so. Furthermore, such actions are not fully aligned with one another nor do they emanate from a common conceptual framework. The term is not part of the lexicon of the agencies and there is no comprehensive understanding. They subsequently tend to define decent work within the narrow framework of the individual decent work pillars into which their programmatic activities fall and recognize the importance of such pillars in Cambodia's development context. Given that agencies are already furthering one or more of the pillars, awareness and sensitization through utilization of communication and training models such as those used by OHCHR and UN-Women have the potential to enhance synergies and greater complementarities and thus increase the value of decent work in the United Nations system under the leadership of ILO.

(b) *Level of incorporation of decent work in the United Nations Development Assistance Framework*

254. Despite the apparent lack of conceptual understanding of decent work, it becomes clear from the 2011-2015 UNDAF that all of its four pillars are fully reflected in it and are closely aligned to the national strategy. Social protection (decent work pillar 2) has received the highest priority in terms of activity as well as budgetary resources, constituting a stand-alone priority area 5 and two outcomes (2.2 and 4.5). Full and productive employment (pillar 1) is fully reflected in the four outputs of outcome 1.4 as well as in outcome 2.5 and output 2.1.2.

⁶⁴ Data taken from *Cambodia UNDAF 2011-2015 Results Matrix and M&E Framework* (26 January 2010).

Fundamental principles and rights at work (pillar 3) are strongly emphasized through outcomes 3.3 and output 4.2.1. Finally, social dialogue, an element which is often missing in many UNDAFs, is clearly prioritized in outputs 4.1.3 and 4.1.4. These multiple prioritizations are clear evidence of the relevance of the four decent work pillars to Cambodia's development.

255. The number of initiatives currently being undertaken by UNCT and the scope of its engagement are expansive, particularly in the context of resource availability. However, to what extent such initiatives are integrated and aligned and what changes they have brought have yet to be assessed through an evaluation of results achieved, the findings of which would help to drive UNCT forward. In line with the Government's recommendation, for the future UNDAF, the United Nations system should be more strategic and focused in its choice of programmatic activities, with prioritization given to initiatives that can maximize impact while providing the greatest scope for coherence and synergy.

(c) *Relevance of decent work for the country*

256. While employment creation (decent work pillar 1) as an essential component of economic growth is a major priority for Cambodia, the focus is on creating more jobs in absolute terms and not always on ensuring that jobs come with the necessary accompanying conditions considered as decent work. The United Nations system entities indicated in that regard that, since 80 per cent of the population of Cambodia are rural and 65 per cent are employed in agricultural activities, job creation and livelihood opportunities usually relate to self-employment solutions focused on agrarian activities that are not necessarily linked to specifically regulated working conditions. Thus, while the Government of Cambodia sees quality jobs as desirable and relevant, it also recognizes its socioeconomic reality and the corresponding limitations of its being a least developed country that has only recently emerged from conflict and thus quality work cannot be generated overnight and progress has to be incremental. However, fully-fledged State commitment appears to be lacking with regard to the UNCT emphasis on the fact that greater prioritization of the decent work pillars would make growth more sustainable in the long term.

257. That disconnection has resulted in the fact that, despite the broad range of activities being undertaken by UNCT, the Council for the Development of Cambodia views its work as being only partially relevant to the country, given that its highest priority areas are not being addressed to desired levels. UNCT needs to better communicate its contribution and added value relative to that of other players within a well-defined plan for international cooperation to support the Government. Among the United Nations system agencies, the key players undertaking initiatives on one or more decent work-related pillars include ILO, OHCHR, UNDP, UNFPA, UNICEF and UN-Women and to a lesser extent UNAIDS, UNESCO, UNODC, WFP and WHO.

(d) *Coherence between country-level policies and practices of the United Nations country team members and their headquarter counterparts as regards decent work*

258. Two cases of headquarters and field-level coherence on decent work issues could be found in Cambodia. In the first instance, OHCHR collaborated closely with ILO at the headquarters level in Geneva on various ILO conventions dealing with labour rights. At the field level in Cambodia, such collaboration was continued through close coordination on advocacy, consultations, business and human rights training and working with trade unions and labour advisory committees.

259. In the second instance, a change occurred in the UNESCO organizational mindset whereby it moved beyond a rigid interpretation of cultural patrimony from just tangible cultural heritage to a more holistic approach that also recognized intangible cultural heritage

and prioritized the involvement of communities as part of the preservation process. As a result, instead of exclusively preserving historic sites, UNESCO Cambodia currently provides training and education activities relating to employment creation to affected communities and provides stipends to individuals classified as “human treasures”, for example, people speaking endangered languages.

260. In terms of organizational guidance and directives, apart from ILO, none of the United Nations country offices in Cambodia had received any explicit instructions or training from their headquarters either to mainstream decent work per se or to implement the Economic and Social Council resolutions or the CEB toolkit on decent work. Rather, in line with their own organizational mandates, each country office implemented programmatic activities to which they had committed in UNDAF — activities that in many cases related to the decent work pillars.

(e) *Sustainability of actions at national level including challenges faced*

261. In terms of future cooperation of the United Nations with the State (particularly the Council for the Development of Cambodia) in addressing challenges relating to national development, the issue of varying expectations will have to be more clearly addressed through better dialogue, both with regard to the type of support the system’s entities should be providing and the areas in which such support should be provided. Except in the cases of several countries in or emerging from conflict (as was the case with Cambodia in earlier decades), the role and value-added of the system has evolved from a major source of development funding to one of a knowledge base for technical advice and expertise and policy and advocacy support. It is thus likely that the Council officials were contextualizing the significant presence in earlier decades of the United Nations by perceiving insufficient levels of United Nations engagement in terms of volume of support and alignment to the Government’s pressing needs. However, the Council’s expressed expectation that the United Nations would do better to finance infrastructure development projects reflects a confusion of its role with that of a donor.

262. The fact that funding for programmatic activities is controlled by line ministries (each with its own plan and budget) will continue to pose challenges for development coordination as these ministries have no clear results framework and the Council for the Development of Cambodia — as the State coordinator on UNDAF — has no authority over these ministries. The Council will have to communicate more effectively with the line ministries to ensure a clearer and more common understanding of the United Nations system’s role and contributions. Funding for development assistance programmes has also been affected by the World Bank significantly scaling down operations in Cambodia until the Government meets certain conditions.

263. Systemic challenges to the furtherance of decent work at national level include: weak judicial framework; lack of prioritization of the human rights agenda; high dependence on foreign aid for social sectors; lack of resources in government for social development; challenges of dealing with political staff in government who do not grasp issues as well as technical staff; and widespread corruption exacerbated by very low salaries for civil servants. Additionally, monitoring of progress and furthering evidence-based policymaking has been greatly hindered by limited national data collection capacity resulting in considerably flawed statistics.

E. Possibilities and needs for the post-2015 period

264. Despite impressive advances in Cambodia over the past decade, there remain significant decent work-related challenges to be addressed, with post-2015 consultations highlighting the priorities expressed as follows:⁶⁵ developing the workforce through vocational skills and entrepreneurship training (human capital development leading to increased decent work opportunities); increasing the number of factories; improving wages and employee benefits; creating job opportunities for the rural poor including generating alternative sources of income beyond agriculture and finding markets (addressing urban-rural disparities and labour migration); providing loans to the very poor and introducing microcredit schemes; fostering the tourism industry as a provider of jobs (pillar 1); provision of affordable, high-quality health care accessible to all people (i.e. addressing inequalities in access to social services for the poor and vulnerable, including properly implementing universal health coverage); access to good quality relevant education (teaching training, scaling-up of nutrition and school feeding programmes, reducing high dropout rates, building schools in remote areas) (pillar 2); and improving working conditions (pillar 3).

265. Interviewees indicated that a number of other decent work-related issues needed to be addressed including: social exclusion; weak oversight and compliance with national laws by the business sector; deficient social security system; and the creation of decent working conditions in expansion sectors (garment factories, construction, rubber and sugarcane plantations). Based on ongoing UNCT discussions, interviewees also noted that some of the key decent work-related issues that are expected to feature prominently in the next UNDAF included: employment, social protection, inclusive growth and addressing discontent with labour conditions and wages.

⁶⁵ United Nations in Cambodia, *Post-2015 Consultations in Cambodia*.

Country case study: Republic of Moldova

Category	Indicator	Moldova
Human Development	Human Development Index - HDI 2013 / Category of HDI / HDI change since 2008 (1)	0.663 / Medium / +.011
Demography & Territory	Population total (millions) (1)	3.49 million
	Total Area (square kilometres) (3)	33,851
	Urban (% of population) (1)	49.12%
	Median age (years) (1)	36.26 years
Income & Growth	Gross national income (GNI) per capita (2011 PPP \$) (1)	\$5041
	GDP (purchasing power parity) (2013 est.) (3)	\$13.25 billion
	GDP - real growth rate (2013 est.) (3)	8.90%
Inequality	Inequality (Gini coefficient) (1)	33.03
Employment & Vulnerability	Employment to population ratio (1)	42.7
	Unemployment rate (%) (1)	5.60%
	Vulnerable employment (% of total employment) (1)	28.60%
	Youth unemployment (% of ages 18-35) (1)	13.10%
	Child labour (% of ages 5 to 14) (1)	16.30%
Poverty	Population in multidimensional poverty (%) (1)	38.80%
	Population in severe poverty (%) (1)	0.20%
	Population below national poverty line (%) (1)	16.60%
	Share of working poor, below \$2 a day (%) (1)	10.90%
Gender	HDI Female / Male (1)	0.659 / 0.666
	Gender Inequality Index (1)	0.302
	Labour Force Participation Rate: (% aged 15 and above) Female / Male (2012) (1)	F: 37% / M: 43.3%
Health	Total expenditure on health per capita (Intl \$, 2012) (4)	\$490
	General government expenditure on health as a percentage of total government expenditure (2012) (4)	13.30%
	HIV prevalence among adults aged 15-49 years (%) (4)	0.70%
	Antiretroviral therapy coverage among people with HIV infection eligible for ART according to 2010 guidelines (%)	29%
	Number of people (all ages) living with HIV (2012) (4)	19,000
Education	Adult literacy rate (% ages 15 and older) (1)	99%
Human Security	Old age pension recipients (% of statutory pension age population) (1)	72.80%
Mobility	Net migration rate (per 1000 population) (1)	-5.9
Trade & financial flows	International Trade (% of GDP) (1)	128.13%
	Net official development assistance received (% of GNI) (1)	5.96%
	Remittances, inflows (% of GDP) (1)	22.81%
ILO core conventions - year of ratification (all core conventions ratified & in force in all 5 countries) (2)	C29 Forced Labour Convention (1930)	2000
	C87 Freedom of Association and Protection of the Right to Organise Convention (1948)	1996
	C98 Right to Organise and Collective Bargaining Convention (1949)	1996
	C100 Equal Remuneration Convention (1951)	2000
	C105 Abolition of Forced Labour Convention (1957)	1993
	C111 Discrimination (Employment and Occupation) Convention (1958)	1996
	C138 Minimum Age Convention (1973)	1999
C182 Worst Forms of Child Labour Convention (1999)	2002	

(1) Source: UNDP Human Development Report 2014. all figures are for 2013 unless indicated otherwise.

(2) Source: ILO NORMLEX (Information system on International Labour Standards) (accessed: 24 September 2014)

(3) Source: CIA, The World Factbook (accessed: 24 September 2014)

(4) Source: WHO (accessed: 24 September 2014)

A. Relevance/importance of decent work to the Government of the Republic of Moldova and its assessment of the role and contributions of the United Nations system in this regard

266. Despite continued economic growth in recent years, the Republic of Moldova, one of the lesser developed countries in Europe, faces a host of socioeconomic challenges in the realms of employment creation and social protection with decent work and some of its corresponding pillars constituting major priorities for national development. The country's economic growth has been a jobless one as it has been primarily fuelled by remittances from Moldovan migrants abroad (peaking at 34 per cent of GDP in 2008) — remittances that have largely gone towards private consumption, only 10 per cent having been channelled to productive investments.

267. Currently, an estimated one third of the working-age population works abroad. In addition to a massive brain and skills drain, such migration has accelerated the ageing of the population which in turn is exacerbated by a declining birth rate, placing major question marks on the future sustainability of the pensions system.⁶⁶ Human trafficking and the lack of care for children and the elderly left behind (one in five children have a parent working abroad) have risen as serious challenges associated with such high migration levels. Migration has also contributed to worsening the alarmingly high rate of economic inactivity of the Republic of Moldova.

268. The Republic of Moldova also faces a raft of other developmental challenges affecting decent work including: underemployment, underpayment and a large informal economy (25 per cent); widening urban-rural disparities with 80 per cent of the country's poor located in rural areas, 38 per cent of rural children living below the poverty line (compared to 13 per cent in urban areas) and 70 per cent of the rural population subsisting on informal agriculture and household survival activities; an agricultural sector beset by low productivity, poor infrastructure, limited market access and minimal investment, despite constituting the main pillar of the Moldovan national economy; decreasing access to education which is already of low quality with limited vocational education and training opportunities; and persistence of patriarchal attitudes and violence against women with high levels of gender inequality in the realms of health (limited access to reproductive health services), education, political and economic empowerment, with 61.4 per cent of working age women being economically inactive due to barriers such as age limit, disability and family responsibilities which in turn are strongly linked to inadequacy of social protection services.⁶⁷ The ability of the State to combat these challenges is effectively limited by perceptions of widespread corruption at all levels (particularly education, health and the judicial system) and a fragile political governance structure. The frozen conflict in the Transnistria region, which lags behind the rest of the Republic on many human development indicators, constitutes another challenge.

269. On the positive side, growth of the Republic of Moldova over the past decade has allowed it to graduate into the category of a lower middle-income country with a medium level of human development. It has also achieved two of the eight Millennium Development Goals — namely Goal 1 (reduce extreme poverty and hunger) and Goal 4 (reduce child mortality) — and is on course to achieve half (13 of 26) of the Goal targets by 2015.⁶⁸

270. Given the aforementioned challenges, the Government of the Republic of Moldova has strongly prioritized employment, job creation and social protection in its national

⁶⁶ *United Nations-Republic of Moldova Partnership Framework 2013-2017*.

⁶⁷ ILO, *Decent Work Country Programme for 2012-2015*.

⁶⁸ Republic of Moldova, *Third National Report on the Millennium Development Goals*, pp. 76-77 (2013).

development discourse, including in its medium-term strategic outlook document *Rethink Moldova* and in the National Development Strategy 2010-2020 entitled “Moldova 2020”. The same emphasis is also evident in the Government’s cooperation with the United Nations through the prioritization of the decent work pillars of full and productive employment (pillar 1) and social protection (pillar 2) in the UNDAF for the Republic (2002-2012) and in the United Nations-Republic of Moldova Partnership Framework 2013-2017.

271. The European Union aspirations of the Republic of Moldova, fuelled by the signing of an Association Agreement in June 2014, have also motivated the Government to bring its legal system in line with that of the European Union and place decent work issues at the forefront of domestic policy. That has resulted in important transformations in the legislative framework as regards labour relations and the prioritization of a rights-based approach to labour regulations; social protection and anti-discrimination efforts have also gained increasing importance.

272. In furthering the decent work agenda, the Government of the Republic of Moldova expects the United Nations system entities to contribute primarily through the provision of technical cooperation and capacity-building support, facilitation of policy dialogue, advocacy and awareness-raising. UNCT in the Republic has been responsive to those demands, with the Partnership Framework increasingly reflecting those priorities; UNCT has also contributed to the transformation of government policy and legislation and in the establishment of the necessary institutional mechanisms and tools. The Government expects UNCT to continue to support the updating, monitoring and functioning of transformed legislation and related programmes — as well as assisting in their proper implementation.

273. The Ministry of Labour, Social Protection and Family of the Republic of Moldova, the key line ministry engaged in decent work-related issues, confirmed the importance of decent work in the Moldovan context and strongly appreciated the support and collaboration of the present and former Resident Coordinator and the United Nations agencies, qualifying them as good and trustful partners. It particularly highlighted the following contributions which have served to advance the decent work agenda in the Republic: support for negotiating social security agreements with 10 countries hosting Moldovan migrants (ILO); furthering the eradication of child labour and promoting monitoring and legislation (ILO and UNICEF); addressing differences in regional development through integrated local development projects (UNDP); advancing economic empowerment of women, including through opening joint information service offices for women (UN-Women); and promoting active ageing, indemnities and childcare (UNFPA).

274. The Ministry of Labour, Social Protection and Family highlighted the following decent work-related realms as priority areas for which it expected continued support from UNCT: equal labour opportunities; reducing the volume of the shadow economy; eliminating child labour in the informal economy; strengthening protection systems for children; regularizing migration flows and assisting returnees in establishing businesses and accessing jobs; policy formulation and implementation of legislation as regards the pension system; implementation of databases, information systems and indicators; and achievement of the Millennium Development Goals and the Republic of Moldova’s European integration ambitions, including strengthening labour regulations.

B. Presence of United Nations system organizations in the Republic of Moldova

(a) Resident and non-resident agencies

275. Twenty United Nations system entities and two non-United Nations entities were signatories to the implementation of the ongoing United Nations-Republic of Moldova Partnership Framework 2013-2017. Those included 11 resident agencies (FAO, IFAD, ILO, OHCHR, UNAIDS, UNDP, UNFPA, UNHCR, UNICEF, UN-Women, WHO), nine non-resident agencies (ECE, IAEA, ITC, United Nations Commission on International Trade Law (UNCITRAL), UNCTAD, UNEP, UNESCO, UNIDO, UNODC⁶⁹) and two non-United Nations resident entities (IOM, World Bank).

(b) ILO presence and the decent work country programmes for the Republic of Moldova

276. ILO does not have a country office in the Republic of Moldova, but rather a small project office headed by an ILO National Coordinator who represents ILO in UNCT. Its activities in the Republic are undertaken in coordination with the ILO Decent Work Support Team and Country Office for Central and Eastern Europe in Budapest. Despite its limited numbers, the ILO team in Chisinau is a highly competent one and has been contributing regularly to the inclusion of the decent work agenda in the activities of United Nations system organizations in the country.

277. Since 2006, the Republic of Moldova has benefited from three successive ILO decent work country programmes (2006-2007, 2008-2011, 2012-2015) that have helped to raise awareness of decent work and strengthened national capacities to recognize and counteract them. The present programme (2012-2015) builds on the results of previous programmes and is based on the strategies and national development objectives outlined in the government documents *Rethink Moldova* and “Moldova 2020” which in turn are based on the Millennium Development Goals. The three priorities of the programme include: improving governance of the labour market; promoting decent work and employment opportunities; and improving social protection.

278. All three priorities form part of the Partnership Framework. In the implementation of the former UNDAF (2007-2012), ILO worked closely with several United Nations system entities, particularly UNDP, UNFPA, UNICEF and UN-Women on various aspects of the decent work agenda, including among others, the Labour Code, engendering enhanced decent work statistical indicators, training on gender audits and improved work and family reconciliation. The present Framework provides sufficient scope to continue such partnerships in the realms of equitable access to employment, decent work and income-generating opportunities through a human rights-based approach.⁷⁰

C. Decent work-related initiatives undertaken by the United Nations country team and corresponding awareness

(a) Awareness of decent work among United Nations country team members

279. Due to the aforementioned socioeconomic challenges faced by the Republic of Moldova, many in the realm of full and productive employment (pillar 1) and social protection (pillar 2) and to a more limited extent, fundamental principles and rights at work

⁶⁹ While UNODC is classified as a non-resident agency, it has one national staff member based in the Republic of Moldova.

⁷⁰ ILO, *Decent Work Country Programme for 2012-2015*.

(pillar 3), most of the United Nations system agencies in the Republic contribute to the decent work agenda though they do not specifically refer to it as such. Thus, while awareness of the three decent work pillars is high among the staff of the system, most do not consciously link the four pillars together to gain an overarching understanding of the concept of decent work. This may in good part be explained by the fact that none of the UNCT members interviewed had received any explicit organizational directives/guidance to mainstream decent work (except for organizational directives indirectly relating to it, for instance, the WHO Global Code of Practice on the International Recruitment of Health Personnel) and they were generally unaware of the CEB toolkit and the Economic and Social Council resolutions on decent work. One long-standing UNCT member who was aware of the Council resolutions termed them “inspirational resolutions” as they had neither identified any specific roles for the agencies, nor a lead agency to follow-up and provide training.

280. Nonetheless, awareness of UNCT members of the decent work concept was certainly aided by the inclusion of “decent work” as an explicit outcome in the Programme Framework (not the case in the previous UNDAF) and its prioritization during consultations on the post-2015 developmental needs of the Republic of Moldova. The recent prioritization of creating an enabling environment for youth employment following the adoption of the Framework has also served to enhance awareness of the decent work pillars.

281. In terms of training, in July 2011 in the context of the preparation for the current Partnership Framework, the Resident Coordinator and ILO organized a useful half-day training course for programme officers of United Nations agencies in the Republic of Moldova on mainstreaming the decent work agenda. The training encompassed knowledge dissemination on the conceptual and programmatic framework of decent work, group work on the decent work priorities for the Republic and a practical exercise to integrate decent work into the priorities identified by UNCT. Based on documentation provided, the format and content appeared to the Inspector to be most useful for raising awareness of decent work and one worthy of replication and repetition. Due to high turnover in the country offices, it was not possible to attain any feedback on the training. Interviewees indicated that regularizing training on decent work would not only ensure common understanding of the concept, but would additionally allow for a conscious approach to programming, while keeping decent work in mind.

282. Since 2011 no further training has been offered in the Republic of Moldova in the realm of decent work. It was noted that earlier, at the time of launching the decent work initiative (elaboration of the CEB toolkit), there had been a greater formal focus on decent work awareness-raising and training, with training organized in 2008-2009. However, among the current UNCT members, only one interviewee recalled ever having participated in a training course on decent work, which was in Armenia. It may be noted that pushing decent work onto the UNCT agenda has been helped by the fact that the present Resident Coordinator is particularly well versed in it through policy development and training on decent work undertaken in her previous job with the European Union.

(b) *Incorporation of decent work in the United Nations-Republic of Moldova Partnership Framework and progress in implementation*

283. With employment creation and social protection constituting major challenges for the development of the Republic of Moldova, the explicit inclusion of decent work in the Partnership Framework and its corresponding Action Plan was largely demand driven in line with priorities outlined in national development plans/strategies of the Government, complemented by findings from the *United Nations Country Analysis of Moldova* (2011). The Framework was also based on lessons learned from the 2007-2012 UNDAF in which two of the three major outcomes strongly related to decent work (though not explicitly referred to as

such), namely: outcome 2 (vulnerable groups enjoy increased access to basic services of good quality provided by the State with the support of civil society) with corresponding outputs relating to decent work pillar 2 (social protection); and outcome 3 (vulnerable groups in poor rural and urban areas take advantage of sustainable socioeconomic development opportunities through adequate regional and local policies implemented by local public authorities and partners) with corresponding outputs relating to pillar 1 (full and productive employment).

284. The 2013-2017 Partnership Framework reflects the decent work priorities even more and has three pillars with 10 outcomes. Four of them directly relate to decent work while two others indirectly relate to it. It has gone a step further than the previous UNDAF by incorporating an explicit outcome on decent work (outcome 2.1). While the State Chancellery serves as the national coordinating authority in UNDAF preparation, the relevance of decent work pillars to the work of various line ministries including Labour, Social Protection and Family, Economy, Foreign Affairs and European Integration, Regional Development and Construction, Agriculture and Youth, certainly helped in its explicit incorporation. Direct inclusion was also aided by: ILO guidance note entitled “Mainstreaming decent work outcomes into UNDAF”; assistance in Partnership Framework preparation by the UNDP regional office (Bratislava); UNDOCO guidance on UNDAF programming; joint letter to resident coordinators from the UNDG Chair and ILO Director-General on the social protection floor; and an evaluation by UN-Women on women’s economic empowerment globally in which many of the issues looked at related to the decent work agenda.

285. Pillar 1 (democratic governance, justice, equality and human rights) reflects a human rights-based approach, namely, what are the rights of people (labour rights, women’s maternity rights), how to measure these rights and the constraints faced by people in exercising such rights. These allow for the promotion of decent work issues hand in hand with the human rights agenda through policy and advocacy work as well as through concrete assistance programmes. It contains four outcomes, two of which directly relate to decent work pillar 3 (fundamental principles and rights at work), namely outcome 1.3 (human rights, empowerment of women and anti-discrimination) and outcome 1.4 (civil society and media). These two outcomes have five outputs and 13 associated indicators with corresponding baselines and targets. Six United Nations system entities are among the implementing partners — IOM, OHCHR, UNDP, UNHCR, UNICEF and UN-Women.

286. Pillar 2 (human development and social inclusion) has two outcomes directly relating to decent work pillars 1 (full and productive employment) and 2 (social protection). Outcome 2.1 (economic opportunities and regional development) has four outputs with output 2.1.4 explicitly calling for government and social partners to be better able to promote decent work and employment opportunities, particularly for vulnerable groups. Outcome 2.1 has 11 indicators with corresponding baselines and targets with 11 United Nations system entities (ECE, FAO, IFAD, ILO, ITC, UNCITRAL, UNCTAD, UNDP, UNESCO, UNIDO, UN-Women) plus IOM among the implementing partners. The other directly related outcome is 2.4 (social protection) with two outputs and two associated indicators with corresponding baselines and targets and six entities (OHCHR, UNDP, UNFPA, UNHCR, UNICEF, WHO) plus IOM among implementing partners.

287. In addition, pillar 2 has two other outcomes that are indirectly linked to decent work pillar 2, namely, outcome 2.2 (health) and outcome 2.3 (education). These two outcomes have seven outputs and 23 indicators with corresponding baselines and targets and 12 United Nations system entities (IAEA, ILO, OHCHR, UNAIDS, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UNODC, UN-Women, WHO) plus IOM among the implementing partners.

288. In sum, in addition to pillar 2 of the Partnership Framework having a dedicated overarching output (2.1.4) on decent work, six out of the eight outcomes of pillars 1 and 2 of the Framework directly or indirectly correspond to the decent work pillars of full and productive employment, social protection and fundamental principles and rights at work. In terms of monitoring and evaluating the implementation of outcomes, the Framework Action Plan stipulates that the Government and the United Nations will conduct an annual review of progress resulting in an annual progress report; a mid-term review and a final evaluation will also be conducted.⁷¹

289. With regard to implementation, as per the findings of the Partnership Framework's 2013 progress report, progress had been attained during the first year on several decent work-related outcomes. On outcome 2.1 on decent work, some key areas in which support was provided included: 5 per cent reduction in absolute poverty; revision of the Labour Code (ongoing) to eliminate discrimination; agreements on labour, migration and social security with destination countries for Moldovan migrants (ILO and IOM); institutionalization and expansion of gender-sensitive service provision (UN-Women); development of territorial and labour-related statistics in such areas as labour migration and skills, measuring of voluntary work; strengthening of small and medium-sized enterprises (UNCTAD, UNDP); centres to increase employability of skilled people (youth, returning migrants) (UNDP); draft laws on labour dispute settlement mechanism and occupational standards in construction and agriculture (ILO); National Strategy on Development of Vocational Education 2013-2020 (ILO); improvement of employment injury insurance system; capacity-building on social protection floors (ILO); national action plan for fostering the reintegration of returned Moldovan migrants (IOM); rural financial services and assistance to rural agricultural entrepreneurs (IFAD); rural investment and services (World Bank); attracting remittances into the national economy through matching migrants' remittances with national funds to open businesses (IOM); social security for Moldovan migrants in destination countries (IOM); implementation of the law on integration of migrants (IOM, UNHCR); and extension of employers' representatives presence in seven districts of the country (ILO).⁷²

290. On outcome 2.4 (social protection), total social protection spending increased from 9 to 13 per cent of GDP from 2003 to 2013 with marked increases in social insurance spending. Funding for repatriation of trafficked victims increased with assistance provided through the National Referral System. Refugees and asylum seekers continued to receive assistance (UNHCR) and hundreds of police officers were trained to address domestic violence. The National Decentralization Strategy and its Action Plan were also adopted.

291. Results of outcome 1.3 (human rights, empowerment of women and anti-discrimination) were mixed, with progress in some areas and deterioration in others. Key accomplishments included the establishment of an Equity Council to enforce anti-discrimination legislation and training of 200 judges and prosecutors in international standards on anti-discrimination law. On outcome 1.4 (civil society and media), there were improvements to the media policy framework, enhancement of the quality of reporting by journalists on human rights issues, equality and rule of law. On outcome 2.2 (health) reforms continued in the realms of: furthering health insurance coverage; improving quality of and equity in access to health services, particularly primary and specialized health care; and in restructuring public health including occupational health. On outcome 2.3 (education) major existing challenges (discrepancies in urban-rural enrolment rates, barriers to access quality education in mainstream schools for vulnerable groups) continued to dwarf any progress attained.

⁷¹ *United Nations-Republic of Moldova Partnership Framework and Action Plan 2013-2017.*

⁷² *Ibid.*, 2013 progress report.

292. UNCT members also noted that, even during the preparation of the Partnership Framework, they had known that some indicators had been far too ambitious and could not realistically be attained, but were important to include as they provided a basis for (human rights-based) reforms. To further evidence-based policymaking, much joint work remained to be done as regards improvements to statistical indicators and data collection, given limitations in national statistical capacity.

(c) *Decent work-related programmes, projects and initiatives undertaken by individual United Nations agencies*

293. Based on information received from UNCT and excluding ILO-only initiatives, 38 decent work-related programmes/projects/initiatives have been implemented since 2005, including several that are currently ongoing relating to three of the four decent work pillars (none on social dialogue). Twenty-nine of those initiatives are led by IOM, with only four other United Nations agencies (UNDP, UNHCR, UNICEF, UN-Women) spearheading a total of nine initiatives. During interviews, agencies outlined a far greater number of decent work-related initiatives than those reflected in the written documentation sent to JIU (due to a lack of conceptual understanding). The summarization below thus also reflects information received during the JIU mission to the Republic of Moldova.

294. In addition to IOM, an agency which has comprehensively been mainstreaming three of the four decent work pillars (employment promotion, social protection, fundamental principles and rights at work) through numerous initiatives at all levels (territorial, national, subregional, regional, global) to address the multiple dimensions of challenges and opportunities posed by migration, some key decent work-related initiatives by other United Nations entities in the Republic of Moldova include the following:

(i) On pillar 1 (full and productive employment): support for the creation of new businesses and jobs relating to installation of biomass heating systems and biofuels production (briquettes/pellets) in rural areas (UNDP); furthering sustainable livelihoods at local level through natural resource management project (Clima East) (UNDP); creating/managing career development centres to provide job search support, entrepreneurship and soft-skills training (curriculum vitae preparation, interviewing skills) for recent graduates, returning migrants and the qualified unemployed (SYSLAB) (UNDP); business start-up and vocational training to vulnerable women and victims of trafficking (IOM); providing migrants with training on investing and setting up businesses through the Programme for Attracting Remittances into the National Economy (PARE 1+1) (382 enterprises launched and over 1,000 returning migrants trained since 2010) and facilitating the conclusion of bilateral agreements with foreign postal services to make the post a remittance receiving device (IOM); awareness-raising and dialogue with employers to promote refugee employment (UNHCR); provision of small grants to refugees to start businesses (UNHCR); dialogue with employers' associations and trade unions to further employment opportunities for present and former prisoners (UNODC); review of occupational health arrangements (WHO); addressing issues relating to circular mobility of health-care professionals (update of comprehensive database of health-care workforce, analysis of push and pull factors, recognition of diplomas, bilateral agreements, review of remuneration and incentives policies) (WHO) and support for the establishment of an equality body, inter alia to tackle discrimination in the labour market and support stigmatized groups (Roma, persons with disabilities) in submitting discrimination claims (OHCHR);

(ii) On pillar 2 (social protection): support for local settlement of refugees and strengthening fairness, efficiency and self-sustainability of asylum system (UNHCR); support for review of the universal health coverage policy of the Republic of Moldova including possibilities for the agricultural and informal sector (UNFPA, UNICEF, WHO); support for

the design, implementation, analysis and adjustment of the Republic's health-financing reforms on a continuing basis since 2002 including institutional assessment of the National Health Insurance Company (WHO); support for the establishment of one-stop shops in 22 of the Republic's 32 districts to facilitate access, particularly of rural women, to employment and social services information (cross-cuts with pillar 1) (UN-Women); support for the shift from a category-based to means-tested scheme for social benefits and provision of training on child-friendly budgeting (UNICEF); support for efforts to change legislation on parental leave to promote choice for women (to return to work earlier than 3 years while continuing to receive benefits), enforce non-discrimination in employability (due to employers fear of pregnancy) and promote role of men in child-bearing (UNDP, UNFPA, UNICEF, UN-Women); support for the adoption of legislation to allow for State provision of childcare services for 0-6 year olds (UNICEF); support for health professionals to provide psychosocial support to victims of violence (UNFPA); support for social security agreements with eight to nine countries hosting Moldovan workers (UNFPA); training of school-health nurses to provide comprehensive sexuality education and reviewing curricula (UNFPA, WHO); tailoring the modern principles of public health and health care (including HIV and tuberculosis control, child and adolescent health, reproductive health, addressing non-communicable diseases, etc.) to university curricula and continuous training courses (WHO); support for the development of a demographic profile of the Republic and data-analysis assistance for policy development on issues of pensions and active ageing (UNFPA); support for Roma inclusion measures and action to secure implementation of the Convention on the Rights of Persons with Disabilities (OHCHR); development of stigma index to assess access of HIV/AIDS-affected populations to education, health care and social protection (UNAIDS); support for policy development and legislative initiatives on social protection issues concerning victims and potential victims of trafficking (IOM); and financial and policy formulation support for streamlining social safety nets and strengthening social assistance programmes (World Bank);

(iii) On pillar 3 (fundamental principles and rights at work): capacity-building support on gender auditing of State institutions, training on monitoring gender discrimination in the workplace and support for the development of a gender-disaggregated online database to track women's human rights violations in the workplace (ILO, UN-Women); training of human resource personnel in the health sector on decent working conditions and recruitment procedures (WHO); institutionalization of child labour monitoring system and labour inspections and data collection and analysis on child labour (ILO, UNICEF); support for the creation and maintenance of an independent ombudsman for children's rights and the adoption of an independent chapter on child rights in the Republic of Moldova-European Union Association Agreement (UNICEF); ensuring that temporary detention centres for transit migrants meet appropriate standards (IOM); support for the justice sector's initiative to abolish solitary confinement (UNICEF); developing standards and manuals for prison workers on conducting searches to avoid infection with HIV/AIDS (UNODC); influencing/strengthening the Republic's anti-discrimination framework as regards rights at work for women, youth, people with disabilities and HIV/AIDS, Roma and other vulnerable groups (OHCHR, UNDP, UNFPA); training of judges on anti-discrimination law (OHCHR); training of judges and prosecutors on criminal justice and human trafficking (UNODC); and survey of and research on condition of workers vulnerable to HIV/AIDS (drug injectors, commercial sex workers, men who have sex with men, prison populations) (UNAIDS);

(iv) On pillar 4 (social dialogue): undertaking social dialogue with trade unions and employers associations on the Labour Code (ILO, UN-Women); facilitating dialogue with employers and workers associations on national human development and on relations between

business and civil society (UNDP); and grant-funded mechanisms to promote social dialogue in the education and health sectors (World Bank).

295. In addition to individual initiatives, the fact that the country-level priorities of a number of United Nations system agencies are in line with decent work pillars further helps in its mainstreaming. For instance, among the four main priorities of UN-Women for the Republic of Moldova, two relate directly to decent work, namely, women's economic empowerment (pillar 1) and eliminating violence against women (pillar 2). Similarly, one of the three country priorities of UNAIDS is prevention and access to treatment and care for vulnerable populations (pillar 2). The main role of UNHCR is to promote the rights of refugees, asylum seekers and stateless people through ensuring that the two corresponding laws are effectively implemented (pillars 2 and 3). Two of the three pillars of the World Bank's partnership agreement with the Government relate to decent work, namely increased competitiveness — implicitly job creation (pillar 1) and promotion of social protection with a special focus on gender (pillar 2);

(d) *Joint programmes, projects or activities relating to decent work*

296. The United Nations Partnership Framework and the One Budgetary Framework create a conducive platform for United Nations system entities to undertake a wide range of joint programmes, projects and activities that further the decent work pillars, particularly through joint advocacy and joint policy advice. Some of the key joint initiatives in the field include: joint integrated local development programme to develop the capacity of local public authorities to further employment opportunities and ensure access of vulnerable groups (women, youth, elderly) to social protection services (UNDP, UN-Women) (pillars 1 and 2); confidence-building measures programme on both banks of the Dniester river including providing grants to help create new jobs (UNDP, UNICEF, UN-Women, WHO); strengthening the national statistical system's ability to collect, disseminate and utilize gender disaggregated socioeconomic data for evidence-based policymaking (outputs include: improvements to labour and time-use surveys; development of migration and small area deprivation profiles; first ever study on violence against women; preparation of statistical bulletin on women and men) (ILO, UNDP, UNFPA, UNICEF, UN-Women, WHO) (pillar 3); policy development support to Ministry of Health to manage impact of migration on the public health system (IOM, UNAIDS, WHO) (pillar 3); two successive joint programmes on mainstreaming migration into national development policies/strategies to maximize the benefits of migration and minimize its negative impacts on economic and human development (IOM, UNDP, UN-Women) (pillar 1); strengthening action against discrimination and the rights of persons with disabilities particularly as regards the labour market (OHCHR, UNDP) (pillar 1); promoting women's political participation and leadership (UNDP, UN-Women) (pillar 3); joint study on women's access to the labour market (UNICEF, UN-Women) (pillars 1, 2); capacity-building for local institutions and stakeholders and working with potential victims of domestic violence (IOM, UNDP, UNFPA) (pillar 2); joint programme on consolidating capacities of the Transnistrian region on HIV, including addressing stigma and reviewing efficiency of care and support (UNAIDS, UNDP, UNODC, WHO) (pillars 2, 3); road map and action plan for mainstreaming ageing within all government ministries (DESA, ECE, UNFPA) (pillars 2, 3); developing an academy of youth workers (DESA, UNFPA) (pillars 1, 2); joint collaboration on youth (UNFPA, UNICEF, WHO) (pillar 2); and joint activity on women who are injecting-drug users (UNDP, UNFPA, UNODC, UN-Women) (pillar 2).

(e) *Decent work-related initiatives not covered by the United Nations Partnership Framework*

297. Given the comprehensive and inclusive nature of the Partnership Framework and the fact that most United Nations system entities in the Republic of Moldova are very limited in staff numbers, collaboration within the Framework is to the benefit of all. Thus, almost all decent work-related initiatives undertaken by those entities in the Republic are covered in the Framework.

(f) *Decent work-related initiatives at the regional or global level*

298. The Republic of Moldova is party to several global, regional and subregional decent work-related initiatives in the realm of migration including: a three-country programme (Mexico, Philippines, Republic of Moldova) to protect the rights of migrant women (IOM, OHCHR, UN-Women) (pillars 2, 3); global joint programme on mainstreaming migration into national development strategies (IOM, UNDP, UN-Women) (pillars 1, 2); five IOM projects (coverage ranging from 2 to 10 Balkan countries) to develop national capacities to prevent and combat human trafficking and/or deliver assistance to victims including reintegration and rehabilitation (pillar 2, 3); three IOM projects (coverage ranging from two to three countries) to support implementation of Readmission Agreements and facilitate Assisted Voluntary Return and Reintegration (pillars 2, 3); and two IOM projects (coverage: Eastern Europe and two country level) to strengthen migration management (pillar 3).

(g) *Financial resources for decent work-related outcomes in the United Nations Partnership Framework*

Table 3: Estimated budgetary data on decent work in the Republic of Moldova as per United Nations Partnership Framework (UNPF) 2013-2017⁷³

Partnership Framework Outcomes	UN Implementing agencies	Total USD per Outcome as in UNPF	USD allocation on DW (estimated)
<i>direct link to DW</i>			
Pillar 1: Pillar 1: Democratic Governance, Justice, Equality and Human Rights			
Outcome 1.3 - State bodies and other actors effectively promote and protect human rights, gender equality and non-discrimination, with particular attention to the marginalized and the vulnerable			
Outcome 1.3	IOM, OHCHR, UNDP, UNHCR, UNWomen	4,831,000	24,155.00
Outcome 1.4 – Civil society and media better monitor and promote human rights, equality, democratic governance, and rule of law			
Outcome 1.4	IOM, OHCHR, UNICEF	1,250,000	7,500.00
Pillar 2: Human Development and Social Inclusion			
Outcome 2.1 - People have access to more sustainable regional development, economic opportunities - innovation and agriculture in particular - and decent work			
Outcome 2.1	IOM, UNDP, UNWomen, ILO, UNAIDS, UNFPA, UNODC, WHO, UNICEF, OHCHR	85,466,780	854,667.80
Outcome 2.4 – People enjoy equitable access to an improved social protection system			
Outcome 2.4	IOM, OHCHR, UNDP, UNPFA, UNHCR, UNICEF	9,550,000	47,750.00
<i>indirect link to DW</i>			
Outcome 2.2 - People enjoy equitable access to quality public health and health care services and protection against financial risks			
Outcome 2.2	UN Women, UNAIDS, UNFPA, UNICEF, UNODC, WHO, OHCHR	13,379,100	0.00
Outcome 2.3 – All children and youth enjoy equitable and continuous access to a quality and relevant education system			
Outcome 2.3	UNICEF, IOM, OHCHR,	6,710,000	0.00
GRAND TOTAL	100,393,222	217,998,820	934,072.80

299. As per the United Nations Partnership Framework Action Plan, the total estimated resources requirement for the Framework is US\$ 217.9 million with a funding gap of 59.4 per cent based on available resources. While the Framework states that United Nations entities should be seen primarily as providers of technical cooperation rather than as donors per se, no breakdown is provided as to the proportion of available resources emanating from the

⁷³ Data received from the United Nations Resident Coordinator's Office, Republic of Moldova.

regular/core budget of the United Nations organizations and that which comes from the Government and other donors. Based on data provided by the Resident Coordinator's Office, total estimated resource allocation for the Framework's six decent work-related outcomes amounts to US\$ 100.39 million of which a little under US\$ 1 million is the allocation estimated exclusively for decent work initiatives. Interviewees indicated that given that most decent work-related assistance takes the form of joint advocacy and joint policy advice, it can be provided on a small budget while producing significant results and creating a lot of traction. Subsequently they stressed that the importance of those initiatives should be assessed in the context of the accomplishments attained rather than on the basis of monetary figures.

D. Aggregated responses to key evaluation questions at country level

(a) Level of awareness of the concept of decent work

300. Rather than a broad, holistic understanding of the concept of decent work, United Nations system agencies in the Republic of Moldova tended to have a good level of understanding of the pillars of employment creation, social protection and standards and rights at work. The same did not hold true for social dialogue. However, they did not frame their understanding of those three pillars under the decent work lens, though they readily recognized the importance of each of those three to their work and their relevance and importance to the Republic's development context. Limitations in conceptual understanding were evident in the failure of several agencies to list the many decent work-related initiatives they had undertaken when such information had been requested prior to the JIU mission.

301. While a rights-based approach and gender perspective constituted conscious cross-cutting lenses in the preparation of the United Nations Partnership Framework, the same could not be said to hold true for decent work — the inclusion of such a decent work lens would certainly have helped UNCT members to attain a better perspective of the correlation between the four decent work pillars.

302. While the Republic of Moldova is the only concrete case among the five countries reviewed where dedicated training was provided to United Nations system entities on mainstreaming the decent work agenda, staff turnover was such that none of the current UNCT members interviewed had participated in such training, making a strong case for regularized training on decent work.

(b) Level of incorporation of decent work in the United Nations Partnership Framework

303. Three of the four decent work pillars, namely full and productive employment, social protection and fundamental principles and rights at work are fully mainstreamed into the Partnership Framework, with decent work and social protection constituting stand-alone outcomes and fundamental principles and rights at work reflected throughout as a cross-cutting issue given the Framework's emphasis on following a rights-based approach. Apart from ILO, only three entities undertook any initiative on social dialogue. In that context, a number of interviewees outlined the difficulty of dealing with employers' associations and trade unions which appeared to have struggled to adapt sufficiently enough to engage in initiatives beyond the traditional prescribed roles they had performed during the pre-independence period. Nonetheless, engagement with such partners, taking into consideration existing limitations, appeared to be a constructive approach moving forward.

(c) Relevance of decent work for the country

304. A transitioning country experiencing jobless growth and high rural poverty, the Republic of Moldova continues to struggle seriously to provide its populace with decent work

opportunities. This is most evident in the fact that an astounding one third of its working age population, including many of its most trained and educated, has migrated abroad. Decent work and its pillars of job creation, social protection and guaranteeing rights at work are issues that will remain major priorities for the Republic well into the foreseeable future and this has been confirmed both in national government strategies and its partnership documents with the United Nations, including the post-2015 consultations with stakeholders at all levels.

305. Given the relevance of three of the decent work four pillars in the Moldovan context, as many as eight United Nations system entities (ILO, IOM, UNAIDS, UNDP, UNFPA, UNHCR, UNICEF, UN-Women) have contributed to mainstreaming decent work through individual and joint initiatives relating to its multiple pillars. Five other entities have additionally made more limited but useful, targeted contributions to at least one decent work pillar (IFAD, OHCHR, UNODC, WHO, World Bank).

(d) *Coherence between country-level policies and practices of United Nations country team members and their headquarter counterparts as regards decent work*

306. At least 11 United Nations system entities plus IOM and the World Bank have made significant contributions to mainstreaming one to three of the decent work pillars in their country-level programmatic activities. Most initiatives were in line with their traditional mandates and were also reflected in the country-level priorities of a number of organizations (UNAIDS, UNDP, UNHCR, UN-Women, World Bank). Apart from ILO, none had actually received explicit directives or guidance from their headquarters either to mainstream decent work per se or to implement the Economic and Social Council resolutions or the CEB toolkit on decent work. Decent work-related initiatives were thus undertaken primarily based on the prioritization of its three pillars by the host country. The fact that support was mainly in the realm of advocacy and policy support with limited financial implications further facilitated engagement in decent work issues at the national level. Thus no direct link can be determined to headquarters interventions resulting in decent work mainstreaming at the country level.

(e) *Sustainability of actions at national level including challenges faced*

307. Sustainability of the commitment of United Nations system entities to decent work initiatives in the Republic of Moldova is constrained by the fact that each agency needs to raise its own funds to undertake such initiatives. Agencies indicated that a common central trust fund would make a big difference in kick-starting joint efforts. However, the largest donor entities in the Republic (European Union, USAID) are perceived as being unenthusiastic about the concept of Delivering As One. It may be noted that a Multi-Partner Trust Fund (the One Fund) for the Republic was established in December 2013 with nine agencies signing a memorandum of understanding. Although the initial funds mobilized are earmarked for specific activities, the Fund nonetheless provides a framework for joint resource mobilization. It was also noted that given the adoption of the European Union-Republic of Moldova Association Agreement, the European Union might move to direct budgetary support to the Government, meaning that United Nations entities might have access to fewer resources in future.

308. The fragile political situation in the Republic of Moldova also makes it difficult for the Government to take consistent steps to implement commitments towards sustainable long-term goals. While decent work has become a catchphrase in the political agenda of the main political parties, when it comes to actual implementation and commitment, the situation is not as positive. The political stalemate in the reform of the pensions system was cited as a concrete example. The situation in Transnistria which has its own de facto legal framework has created further challenges, with the local authorities at times reluctant to undertake initiatives that they perceive to be identical to those being implemented in the rest of the

Republic of Moldova. This has created additional work for United Nations system entities in terms of having to package proposals in a different way.

309. Furtherance of the decent work agenda has also been hindered by a trust deficit between the Government and the private sector with the latter championing reduced taxes to create more decent jobs while the Government emphasizes the importance of tax revenues to fund decent work initiatives. Agreeing to a trade-off within such a context has proved to be challenging. A trust deficit also exists on the part of civil society as regards the Government due to perceptions of widespread high-level corruption.

310. As regards UNCT, the limited presence of United Nations entities in the Republic of Moldova, with several having only a few staff members and their corresponding small budgets, places practical limitations as regards its scope for enhanced commitment to decent work initiatives. Agencies also mentioned a mainstreaming fatigue, given the large number of issues (migration, green economy, climate change, disaster risk reduction, gender, human rights) that they were expected to promote. Regarding the United Nations Partnership Framework, agencies indicated that a number of indicators included were either too ambitious or implied levels of data collection and knowledge that UNCT members knew did not exist, raising questions about the merit of their inclusion in the first place. Much joint work subsequently remains to be done to improve the capacity of the national statistical bureau so that it can provide accurate data to measure outcomes. Furthering dialogue with employers and workers associations will also remain a challenge for UNCT members given the former's limited capacity for adaptation.

(f) *Good practices identified*

311. The Republic of Moldova presents a good example of a country where United Nations system entities have undertaken a significant number of decent work-related initiatives, both individual and jointly, particularly when compared to the limited resources they have had at their disposal. The willingness and positive intent of those offices to engage together on issues not strictly confined to their traditional mandate have been vital to that accomplishment, with agencies understanding the merit of partnering in areas where they can benefit from the expertise of others. The presence of a resident coordinator well versed in decent work and a supportive and committed ILO office have also been conducive to that end.

E. Possibilities and needs for the post-2015 period

312. Furtherance of decent work pillars will continue to constitute clear priorities for the Government of the Republic of Moldova in the post-2015 period, as is evident in the National Development Strategy 2010-2020 entitled "Moldova 2020", which is focused on economic growth and poverty reduction and outlines seven development priorities, two of which are related to decent work including: aligning the education system to labour market needs in order to enhance labour productivity and increase employment (priority 1 relating to decent work pillar 1); and ensuring financial sustainability of the pension system in order to secure an appropriate rate of wage replacement (priority 6 relating to pillar 2).⁷⁴

313. Such prioritization was also confirmed during national consultations on the post-2015 development agenda undertaken by UNCT with the key finding that Moldovans first and foremost prioritized the need for more decent jobs (decent work pillar 1) to live better in the

⁷⁴ Government of the Republic of Moldova, *Moldova 2020—National Development Strategy: 7 Solutions for Economic Growth and Poverty Reduction*.

long term, followed by higher and fairer pensions and social benefits (pillar 2). Five priority areas for post-2015 were identified by UNCT based on the consultation results, four of which related directly to the decent work pillars, namely: education, jobs and sustainable economic development (pillar 1); inclusive, tolerant and cohesive society (pillars 2, 3); good governance and human rights (pillars 3, 4); and bridging the rural-urban divide (pillars 1, 2).⁷⁵

⁷⁵ United Nations Moldova, *Final Report on Post-2015 Country Consultations in the Republic of Moldova* (2013).

Country case study: Uruguay

Category	Indicator	Uruguay
Human Development	Human Development Index - HDI 2013 / Category of HDI / HDI change since 2008 (1)	0.790 / High / +.017
Demography & Territory	Population total (millions) (1)	3.41 million
	Total Area (square kilometres) (3)	176,215
	Urban (% of population) (1)	92.73%
	Median age (years) (1)	34.8 years
Income & Growth	Gross national income (GNI) per capita (2011 PPP \$) (1)	\$18,108
	GDP (purchasing power parity) (2013 est.) (3)	\$56.27 billion
	GDP - real growth rate (2013 est.) (3)	3.50%
Inequality	Inequality (Gini coefficient) (1)	45.32
Employment & Vulnerability	Employment to population ratio (1)	65.3
	Unemployment rate (%) (1)	6.40%
	Vulnerable employment (% of total employment) (1)	n.a.
	Youth unemployment (% of ages 18-35) (1)	18.50%
	Child labour (% of ages 5 to 14) (1)	7.90%
Poverty	Population in multidimensional poverty (%) (1)	-
	Population in severe poverty (%) (1)	-
	Population below national poverty line (%) (1)	-
	Share of working poor, below \$2 a day (%) (1)	0%
Gender	HDI Female / Male (1)	0.793 / 0.781
	Gender Inequality Index (1)	0.364
	Labour Force Participation Rate: (% aged 15 and above) Female / Male (2012) (1)	F: 55.5% / M: 76.8%
Health	Total expenditure on health per capita (Intl \$, 2012) (4)	\$1438
	General government expenditure on health as a percentage of total government expenditure (2012) (4)	25.90%
	HIV prevalence among adults aged 15-49 years (%) (4)	0.70%
	Antiretroviral therapy coverage among people with HIV infection eligible for ART according to 2010 guidelines (%)	65%
	Number of people (all ages) living with HIV (2012) (4)	13,000
Education	Adult literacy rate (% ages 15 and older) (1)	98%
Human Security	Old age pension recipients (% of statutory pension age population) (1)	68.17%
Mobility	Net migration rate (per 1000 population) (1)	-1.8
Trade & financial flows	International Trade (% of GDP) (1)	65.21%
	Net official development assistance received (% of GNI) (1)	0.04%
	Remittances, inflows (% of GDP) (1)	0.22%
ILO core conventions - year of ratification (all core conventions ratified & in force in all 5 countries) (2)	C29 Forced Labour Convention (1930)	1995
	C87 Freedom of Association and Protection of the Right to Organise Convention (1948)	1954
	C98 Right to Organise and Collective Bargaining Convention (1949)	1954
	C100 Equal Remuneration Convention (1951)	1989
	C105 Abolition of Forced Labour Convention (1957)	1968
	C111 Discrimination (Employment and Occupation) Convention (1958)	1989
	C138 Minimum Age Convention (1973)	1977
	C182 Worst Forms of Child Labour Convention (1999)	2001

(1) Source: UNDP Human Development Report 2014. all figures are for 2013 unless indicated otherwise.

(2) Source: ILO NORMLEX (Information system on International Labour Standards) (accessed: 24 September 2014)

(3) Source: CIA, The World Factbook (accessed: 24 September 2014)

(4) Source: WHO (accessed: 24 September 2014)

**A. Relevance/importance of decent work for the Government of Uruguay
and its assessment of the role and contributions of the United Nations system
in this regard**

314. The level of economic development of Uruguay (having transitioned from an upper middle-income to a high-income country) and the socioeconomic-political priorities of two successive governments constituting the Frente Amplio (Broad Front coalition) established an enabling environment for United Nations organizations to prioritize decent work in their country-level programming. Decent work-related outcomes are clearly visible in the UNDAF for Uruguay for 2011-2015.

315. The UNDAF was developed following a common country assessment in areas considered important for Uruguay's development and was "aimed at supporting the achievement of Uruguay's national priorities".⁷⁶ The timetable for its preparation was deliberately aligned with the national planning process to coincide with the priorities of the new government (re-election of the Broad Front coalition in 2009) for the following five years. The subsequent UNDAF Action Plan — a programming tool to operationalize the outcomes established under the UNDAF — was formulated jointly with national technical personnel and developed in parallel with the approval of the national budget to ensure that outputs and actions were aligned with national priorities.⁷⁷

316. The UNDAF and its Action Plan can thus be considered as accurately reflective of Uruguay's national development priorities. The Uruguayan Agency for International Cooperation (AUCI), responsible for ensuring that cooperation with United Nations entities is aligned with government priorities, and the key State counterpart in UNDAF preparation, confirmed the same, and indicated that all four decent work pillars were priorities for the Government (albeit with varying weights) and formed part of its socioeconomic policy focus. The primary expectation of the Government in that regard was that the United Nations, through its normative work, advocacy and transfer of international knowledge and expertise, would promote the elaboration of proper policies, facilitate social dialogue and the establishment of a framework for furthering decent work.

317. Given Uruguay's level of development, the Government has the means to largely fund its own programmes and thus prioritizes technical support from the United Nations more than monetary support. It expects organizations to transfer their knowledge and expertise to the State on a range of issues including the improvement of health care, social security, the care system for children, women, elderly people and other marginalized and vulnerable groups and governance reform. While job creation remains important, given that unemployment rates are at their lowest ever levels in Uruguay, the Government can generally manage this priority without needing major involvement from the United Nations.

318. On the role played by the United Nations system in Uruguay, AUCI pointed out that the Government and the agencies worked very well together to the extent that instead of the Government asking each agency what to do, once the theme and need were clear, the agencies themselves came forward to provide targeted support — an aspect very much appreciated by the Government. AUCI was of the view that the theme of decent work was almost always present in United Nations projects and the work of the United Nations system had successfully allowed for generating space for dialogue, undertaking strategic studies and transforming discussions into policies on issues including, among others, employment, social security, gender inequality, the care system, domestic workers and people in prisons. While

⁷⁶ *United Nations Development Assistance Framework in Uruguay 2011-2015*, Executive summary, p. 6.

⁷⁷ *Ibid.*, pp. 12-13.

AUCI did not undertake any formal monitoring or assessment of the work of the system on its own, agencies comprising different thematic clusters for each of the four UNDAF priority areas would invite AUCI to receive updates on their work. Government representatives also participated with United Nations agencies in the UNDAF Steering Committee which was meant to meet twice a year and was responsible for monitoring the overall implementation of activities related to the UNDAF priority areas and outcomes.⁷⁸

B. Presence of United Nations system organizations in Uruguay

(a) Resident and non-resident agencies

319. Eighteen United Nations system entities including commissions, fund programmes and specialized agencies are active in the implementation of the 2011-2015 UNDAF for Uruguay, including nine resident agencies (ECLAC, FAO, UNDP, UNESCO, UNFPA, UNICEF, UNIDO, UNOPS, WHO/PAHO) plus one associated resident entity (IOM) with staff in the country and eight non-resident Agencies (ILO, ITC, OHCHR, UNAIDS, UNCTAD, UNEP, UNODC, UN-Women).⁷⁹ While UN-Women is classified as non-resident, it has two national staff based in Uruguay. Two Bretton Woods institutions (IMF, World Bank) are also considered part of the United Nations system in Uruguay though they are not UNDAF signatories.

(b) ILO presence

320. Though a part of UNCT in Uruguay and one of the UNDAF implementing agencies, ILO does not have a formal country office in Uruguay and its activities are undertaken through the ILO Country Office for the South Cone of Latin America, based in Santiago which is also responsible for ILO activities in both Chile and Paraguay. However, the ILO Inter-American Centre for Knowledge Development in Vocational Training (CINTERFOR) is headquartered in Montevideo and CINTERFOR staff members sometimes participate in UNCT on behalf of the ILO Country Office.

321. Working primarily through the Santiago office, ILO has played an active role in raising the awareness of the host country and United Nations entities on decent work-related issues. It had also finalized a decent work country programme for Uruguay which was eventually not adopted because the Government wanted other private-sector representatives to sign on to it. Nonetheless, ILO has worked successfully through UNCT and has vigorously advocated to ensure that decent work-related issues figure prominently in the common country assessment and UNDAFs for Uruguay.

C. Decent work-related initiatives undertaken by the United Nations country team and corresponding awareness

(a) Awareness of decent work among United Nations country team members

322. Given the prominent emphasis placed on decent work by the Uruguayan authorities, the United Nations staff members in Uruguay have a good level of general knowledge as regards the decent work concept, as well as the CEB *Toolkit for Mainstreaming Employment and Decent Work*. UNCT members also highlighted the role of ILO and the present and former Resident Coordinator for Uruguay in advocating and emphasizing the importance of decent work in UNCT work. An important awareness-raising undertaking was the preparation of the

⁷⁸ Ibid., p. 30.

⁷⁹ Ibid., p. 5.

2009 publication, *Mainstreaming Employment and Decent Work to achieve the Millennium Development Goals in a context of crisis*, by the Delivering as One pilot in Uruguay. It includes information from the cross-sectional analysis of employment and decent work carried out in relation to the first UNDAF for Uruguay (2007-2010) and is aimed at mainstreaming employment and decent work in development cooperation and in the national policies of Uruguay.⁸⁰

323. In terms of formal training, CINTERFOR indicated that a training course on the CEB toolkit on decent work had been organized in Montevideo in 2008. However, since then, apart from training organized for ILO tripartite constituents, no decent work-related training has been organized by any entity for United Nations staff in Uruguay. Among the agencies interviewed, the review came across only a single instance of a staff member receiving training on decent work through an ILO seminar in Lima (2010-2011); the same individual had also completed a short online course on it. Given the changing composition of United Nations staff in country offices, it would be useful for staff in Uruguay to receive periodic training on decent work-related issues.

324. Awareness of decent work is thus mainly the result of individual efforts and knowledge picked up during contacts with host countries or in UNCT work in which decent work components as a transversal theme regularly form part of discussions (either explicitly or implicitly) — rather than being acquired through formal training. For instance, with decent work-related issues receiving increasing national attention, UNDP has more frequent interactions with the Ministry of Labour and the labour unions on such issues, including a commensurate increase in decent work-related activities.

(b) *Incorporation of decent work in the United Nations Development Assistance Framework and progress in implementation*

325. The inclusion of decent work-related initiatives in UNDAF was primarily demand driven in line with the priorities of the host country authorities. Inclusion was also helped by a host of other factors including: pressure and advocacy from ILO during the UNDAF preparation process to include decent work-related priorities; high profile coverage given to such issues in public communications among stakeholders; and the receptiveness of United Nations system entities which had already undertaken initiatives to incorporate decent work pillars into their work.

326. With the increasing emphasis in agenda at the national and regional levels on reducing inequity and furthering inclusive growth, support for social protection (decent work pillar 2) issues was highly prioritized by the Government of Uruguay. Pillar 1 (productive and freely chosen work) also remained important, for despite high employment rates, there was a lack of necessary professional skills in the Uruguayan workforce and thus the Government had put emphasis on professional training and preparing youth for the world of work, in addition to enterprise development and employment policies. High employment had further created labour shortages in the rural agricultural sector due to low pay, tougher working conditions and lack of real job descriptions relating to salary, skills and training. Additionally, as a consequence of efforts made by the Government to align itself with international legal and human rights standards and approaches, fundamental principles and rights at work (pillar 3) and social dialogue (pillar 4) have become more visible in such United Nations activities at the country level.

⁸⁰ United Nations Uruguay, *Mainstreaming Employment and Decent Work to achieve the Millennium Development Goals in a context of crisis* (December 2009).

327. All four decent work pillars thus received prominent attention (albeit with varying weights) during the process of elaborating the current UNDAF (strategic document containing results at the outcome level) and the corresponding UNDAF Action Plan or UNDAF (containing outputs and key actions) for Uruguay (2011-15). The UNDAF contains outcomes concentrated in four priority areas — all formulated to meet commitments assumed under the Millennium Development Goals and clearly noting that decent work should be handled as a cross-cutting issue together with gender and environmental sustainability: (a) diversification of production and participation in the global economy; (b) environmental sustainability; (c) equitable social development; and (d) democratic governance. In the context of promoting decent work pillar 4 (social dialogue), it is instructive to note that in addition to United Nations agencies, implementing partners for UNDAF outcomes also include State and civil society institutions and employers' and workers' organizations.

328. Decent work (including all four of its pillars) was incorporated into priority area 1 of UNDAF as stand-alone outcome 1.3, namely “promotion of decent work and gender equity in the labour market”. To achieve that outcome, UNDAF outlined the following actions to be pursued: (a) strengthen institutional capacity to design and manage policies and strategies aimed at achieving decent work and gender equity, particularly in critical areas (such as rural areas) and population groups (such as youth, vulnerable workers, and the socially excluded population); and (b) design policies and strategies to develop skills, provide occupational training and improve labour productivity, which in turn would enhance employability and foster decent working conditions.⁸¹ Outcome 1.3 has six associated indicators with corresponding baselines and targets and six United Nations system entities plus IOM among the implementing partners — FAO, ILO, UNAIDS, UNDP, UNESCO and UNIDO.

329. Priority area 3 (enhancing social development with a view to reducing inequality and various forms of inequity) contains six outcomes, all of which directly or indirectly relate to decent work pillar 2 (enhancement of social protection). These include design and implementation of policies/mechanisms to: further social protection for young children and their families (outcome 3.1); improve education quality, access and completion rates (outcome 3.2); strengthen the national health system and universal access to sexual and reproductive health services (outcome 3.3); consolidate national response to HIV/AIDS (outcome 3.4); reduce gender, intergenerational and racial inequities (outcome 3.5); reduce social exclusion and close gaps between geographic regions (outcome 3.6). The six outcomes have 16 associated indicators with corresponding baselines and targets and nine United Nations system entities plus IOM among the implementing partners — PAHO/WHO, UNAIDS, UNDP, UNEP, UNESCO, UNFPA, UNICEF, UN-Women and UNV.⁸²

330. Also directly relating to pillar 3 (fundamental principles and rights at work) is the indicator of outcome 4.1 (of priority area 4) for the existence of a national plan against discrimination, racism and xenophobia with the target (by 2014) of reducing discrimination and stigma based on gender identity and sexual orientation, in the educational and working environments. Additionally, relating to pillar 2 (social protection), outcome 4.2 targets increasing access to care services for victims of domestic violence (by 2015), a treatment protocol for victims of sexual violence (by 2013) and programmes by the educational system and health administration (by 2015) for working with families on the prevention of mistreatment of children and adolescents. Nine United Nations entities plus IOM serve as implementing partners for these two outcomes, namely, ILO, OHCHR, PAHO/WHO, UNAIDS, UNDP, UNESCO, UNFPA, UNICEF and UN-Women.

⁸¹ *United Nations Development Assistance Framework in Uruguay 2011-2015*, p. 17.

⁸² Outcome 3.6 also includes the Joint United Nations Team on AIDS as an implementing partner.

331. As per the findings of the December 2013 mid-term progress report on the Uruguay UNDAF/Action Plan for 2011-2015, significant progress was made during the first two years of UNDAF (2011-2012) with regard to the decent work-related outcomes. For outcome 1.3, various programmes were developed, primarily through the Ministry of Social Development, to promote employment and gender equality targeting the most vulnerable groups including, among others, Uruguay Works, Employment Services Programme, Youth Network, Social Cooperatives and the Programme on Quality with Gender Equality of the National Institute for Women (INMUJERES). Through the National Dialogue on Employment, tripartite (government, employers, workers) agreements have also been attained in the realms of youth employment and training, active labour market policies and increasing employment opportunities for women and migrants.⁸³

332. As regards outcome 3, progress has been attained in reducing income poverty and inequality in income distribution. Between 2010 and 2012, the percentage of the urban population living below the poverty line decreased from 18.9 to 13.1 per cent and those in extreme poverty decreased from 1.1 to 0.5 per cent. Inequity in income concentration (Gini coefficient) was reduced from 0.426 in 2010 to 0.379 in 2012. Despite those achievements, intergenerational disparities in access to welfare remained among the highest in Latin America with 49.2 per cent of the population, 18 and under, living in poverty, compared to only 3.2 per cent for those aged 65 and above. Additionally, 33.8 per cent of the population still have at least one unmet basic need and gender, racial disparities (27.2 per cent of Uruguayans of African descent lived in poverty in 2012 compared to a national average of 12.4 per cent) and territorial (including major disparities in levels of early childhood development by region) abound despite some improvements. The progress report acknowledged that not all the achievements attained could be solely attributed to the efforts of the United Nations system and also indicated that targets for some of the indicators for 2015 were too ambitious and had not attained any significant progress.⁸⁴

333. As regards decent work-related targets for outcome 4.1, United Nations system entities have supported the consolidation of the National Institute for Human Rights and the Ombudsman (created in 2008) through the provision of technical assistance and support to the development of thematic reports in the realm of migrant workers, trafficking and labour exploitation. They have also developed and delivered training courses on the application of human rights standards in public policy and on specific realms of human rights to officials and public policymakers including executive, legislative and judicial branches of the Government. The system has further worked with the Ministries of Health and Social Development to strengthen the exercise of citizenship and human rights for people living with HIV and those most affected by the epidemic, including the LGBT community.

334. For outcome 4.2, in addition to prevention, detection and awareness-raising initiatives, the United Nations system has developed a joint project with the Government of Uruguay to end violence against women, adolescents and children, including a review of national legislation and the consolidation of a communications strategy. It has also contributed to the creation of specialized courts and an increase in care services, including the opening of two departments providing specialized services for victims of gender violence and the expansion of the Ministry of Public Health's programme to combat violence.⁸⁵

⁸³ *Reporte de Progreso del UNDAF/UNDAP 2011-2015 de Uruguay* (December 2013), pp. 17-20.

⁸⁴ *Ibid.*, pp. 23-24.

⁸⁵ *Ibid.*, pp. 33-35.

(c) *Decent work-related programmes, projects and initiatives undertaken by individual United Nations agencies*

335. Based on information received from UNCT in Uruguay and excluding ILO-only initiatives, there are 15 decent work-related programmes/projects being implemented in the country of which five are spearheaded by ILO and the rest led by five other UNCT members — UNDP (4), UN-Women (3), FAO (1), IOM (1) and UNAIDS (1). A total of 12 UNCT members (FAO, ILO, IOM, OHCHR, PAHO/WHO, UNAIDS, UNDP, UNICEF, UNFPA, UNODC, UNOPS, UN-Women) plus ECLAC are involved in decent work-related initiatives in Uruguay — a useful indicator that the involvement of United Nations organizations in such projects is meaningful.

336. Significant decent work-related initiatives in Uruguay include: facilitating national dialogues on social security (pillar 2) (ILO, UNDP, UNFPA), employment⁸⁶ (pillar 1) (ILO, UNDP, UNFPA, UN-Women) and HIV and human rights (pillar 3) (UNAIDS, UNDP, UNFPA) including supporting systemization of agreements and furthering harmonization and improvement of national legislation; support to national strategy for local development in four departments of Uruguay, three of which — Artigas, Rivera and Salto — have the highest rates of unmet basic needs (pillar 1) (ILO, UNDP, UNFPA, UNOPS, UN-Women); support for the design and implementation of policies on growth, child development and women's personal development in poverty situations (pillar 2) (UNDP, UNFPA, UNICEF, UN-Women); review of labour-market policies and rural poverty to identify corrective actions to further decent work in rural areas (pillar 1) (ECLAC, FAO, ILO); furthering the implementation of gender-sensitive employment policies in public and private sector enterprises (pillars 1, 2) (ILO, UNDP, UN-Women); integrating gender equality in organizational management and optimizing personal competencies — eight readily measurable indicators defined (pillars 1, 2) (UNDP, UN-Women); furthering the amplification of the rights of domestic workers and the ratification of ILO Convention No. 189 and Recommendation 201 including their harmonization with national legislation (pillar 3) (UN-Women); supporting training and capacity-building of women in marginalized settlements benefiting from the social housing programme "Plan Juntos" (pillar 1) (UNDP, UNICEF, UN-Women); supporting reform of interpenitentiary work regulations and the integration of present and former prisoners into the world of work (pillar 1) (ILO, OHCHR, PAHO/WHO, UNAIDS, UNDP, UNICEF, UNODC, UNOPS, UN-Women); and training for the Labour Inspectorate and National Institute of Women on prevention of human trafficking and forced labour (pillar 2) (IOM).

337. Several UNDP projects relate to pillar 4 (social dialogue) particularly as regards State reform and governance programmes. On a more cross-cutting level, to assist the State in dealing with a multitude of gender-related challenges, UN-Women founded a gender information system within the National Institute of Statistics which provided disaggregated statistics by gender for use by the Government.

338. For the period 2007-2010, a total of 14 United Nations system entities were involved promoting one or more of the four decent work pillars in Uruguay. Among those, three entities (UNDP, UNICEF and UNIFEM) were engaged in the promotion of all four pillars while six other entities (FAO, ILO, PAHO/WHO, UNESCO, UNFPA, UNV) plus IOM promoted three of the four pillars. The total resources allocated to decent work-related products totalled US\$ 93 million.

⁸⁶ In addition to national dialogue, ILO and UNDP also supported local-level dialogue on development and quality jobs in the department of Maldonado in 2013 (pillar 1).

Table 4: Decent work-related products by United Nations entities in Uruguay (2007-2010)⁸⁷

Agency	Country Programme Products related with Decent Work					Resources (2007-2010)
	Employment	Social Protection	Social Dialogue	Labour Standards and Right	Total	
FAO	5	2	1		8	6.629.127
IOM	1	2		1	4	120.575
ILO	5	3		1	9	4.892.383
UNIDO	7				7	3.219.936
UNAIDS		1			1	829.632
PAHO-WHO	1	2	1		4	874.000
UNDP	10	6	3	3	22	61.879.359
UNEP	3				3	1.170.300
UNESCO	13	3	2		18	4.651.929
UNFPA	1	9	3		13	4.242.759
UNICEF	3	4	2	3	12	1.790.711
UNIFEM	1	2	1	1	5	1.765.066
UNOPS		2			2	921.935
UNV	1	2	1		4	102.000
Total resources						93.089.712

(d) *Joint programmes, projects or activities relating to decent work*

339. As most decent work-related initiatives involve cross-cutting issues requiring the cooperation of field offices of different United Nations organizations, the culture of cooperation obtained as a consequence of the Delivering as One operations model in Uruguay facilitated the practice of joint initiatives, with agencies putting their resources together and deciding on the best options for allocating them, thereby building institutional and interpersonal trust. As per the UNDAF progress report for 2011-2012, a total of 21 joint programmes were undertaken or expected to be undertaken by UNCT in Uruguay from 2008 to 2013. Of the 15 aforementioned initiatives being undertaken in Uruguay, 12 were joint endeavours between 11 UNCT members as well as ECLAC. There were also cases where agencies had collaborated or had sought support from one another on decent work-related issues. Those included: cooperation between ILO and UNICEF on projects dealing with youth rehabilitation, youth training and education; and between technical staff of FAO and ILO on labour standards in vegetable production.

(e) *Decent work-related initiatives not covered by the United Nations Development Assistance Framework*

340. As a Delivering as One country, almost all decent work-related initiatives undertaken by United Nations system entities in Uruguay are covered within UNDAF.

(f) *Decent work-related initiatives at the regional or global level*

341. While most decent work-related initiatives are at the national level, a number of agencies also have initiatives at the global, regional or subregional level. The ART⁸⁸ initiative (ILO, UNDP, UNFPA, UNOPS, UN-Women) forms part of a broader global initiative under way in 16 countries in five continents; the UNDP dialogue on quality of employment and

⁸⁷ *Mainstreaming Employment and Decent Work to achieve the Millennium Development Goals in a context of crisis*, p. 48.

⁸⁸ Articulation of territorial networks for sustainable human development.

conditions of work for women in both public and private enterprises is undertaken at the regional level; and two UN-Women initiatives on domestics workers are conducted at the subregional MERCOSUR level.

(g) *Financial resources for decent work-related outcomes in the United Nations Development Assistance Framework*

342. While the initial budget for the 2011-2015 UNDAF was estimated at US\$ 168.8 million at the time of signature in May 2010, that figure was subsequently revised to US\$ 185 million in its Plan of Action.⁸⁹ As per the Plan document, the total budget for decent work-related outcomes — i.e. outcomes 1.3 (9.41 million), 3 (85.35 million), 4.1 (1.69 million) and 4.2 (0.66 million) combined were estimated at US\$ 97.11 million, representing 57.5 per cent of the total initial UNDAF budget. Nearly 70 per cent of the funding for such outcomes comes from the Government of Uruguay. Only about 9 per cent comes from the regular budget of the United Nations system organizations while the remaining 21 per cent is covered by other resources including bilateral, cluster and coherence funds.

343. As it is in a Delivering as One country, the Resident Coordinator's Office has access to certain coherence funds⁹⁰ to work on issues of common interest and most joint programmes are financed through such funds. Of the 21 above-mentioned joint programmes in Uruguay, 19 were financed by coherence funds, one by the Millennium Development Goal Achievement Fund and one by the United Nations Trust Fund in Support of Actions to Eliminate Violence against Women.⁹¹ Decent work-related joint initiatives that have been undertaken utilizing such funds include: studies on social security and health; penal system reform including job creation for prison populations and tripartite social dialogue on rehabilitation and training personnel in the penal system (ILO, WHO).

D. Aggregated responses to key evaluation questions at country level

(a) *Level of awareness of the concept of decent work*

344. Most United Nations system entities — both at the level of UNCT as well as at the level of technical personnel — have a good grasp of the concept and relevance of decent work, including cross-cutting projects that include decent work as a component. As such, rather than actively pressurizing for the incorporation of decent work elements into UNCT programming as had been the case a decade ago, the present role of ILO is more of responding to demands, be it from the Government or United Nations agencies and its intervention tends to be more focused when collaborating with the latter. However, it is also true that not all decent work-related initiatives and projects are the outcome of conscious efforts to promote decent work, but rather result from an individual United Nations entity carrying out activities in conformity with its mandate. In that context, interviewees underlined the need and importance of awareness-raising of the decent work agenda by the governing bodies and senior management of United Nations organizations.

⁸⁹ *Reporte de Progreso del UNDAF/UNDAP 2011-2015 de Uruguay*, p. 5.

⁹⁰ Established at the country level in connection with the One United Nations fund, coherence funds aim to provide partners with a mechanism to channel unearmarked contributions to a single pooled fund, without the need to deal with multiple United Nations agencies separately. The funds are used for national priorities that the United Nations system has agreed to support (available from unterm.un.org).

⁹¹ *Reporte de Progreso del UNDAF/UNDAP 2011-2015 de Uruguay*, pp. 75-78.

(b) *Level of incorporation of decent work in the United Nations Development Assistance Framework*

345. It is clear from the review of the 2011-2015 UNDAF that all four decent work pillars are fully and thoroughly reflected in the Framework and decent work serves as a cross-cutting priority throughout the document. In addition to being an outcome of its own (outcome 1.3), decent work pillars are directly visible in three of the four UNDAF priority areas with clear outcomes, targets and indicators. With regard to implementation, the UNDAF mid-term progress report (2011-2012) provides detailed updates on the implementation of decent work-related outcomes contained in the UNDAF. The UNDAF document also mentions that an evaluation of the relevance of the United Nations contribution will be undertaken in the penultimate year (2014) of the Framework, though one is yet to be conducted.

346. Beyond the mid-term progress report, there is no other single source of common information on decent work initiatives undertaken by United Nations system entities. Due to volume limitations and changing criteria, the contents of the Resident Coordinator Annual Report change from year to year. While in one year the report contained detailed elaborations, in another year, it might contain only superficial references to decent work-related outcomes.

347. For projects, agencies report to the administrative arrangements providing the funds. Subsequently, if a project is funded by an agency, the status of implementation is meant to be outlined in the agency's own implementation reports, while Multi-Partner Trust Fund reports contain information on projects funded through the coherence fund. Given time and staffing limitations, the Inspector could not independently verify implementation reports for each agency's country office to ascertain whether reporting on decent work-related initiatives actually occurred. At the informal level, progress on UNDAF implementation is also discussed in the biannual UNCT retreats.

(c) *Relevance of decent work for the country*

348. In view of its sociopolitical economic reality, the Government of Uruguay has placed ever-increasing emphasis on quality work — work that includes social protection, conforms to labour standards and encourages social dialogue — as a necessary prerequisite to national advancement and this prioritization is readily visible throughout the UNDAF. Ongoing dialogue on decent work-related themes over the past decade has resulted in United Nations system entities increasingly incorporating one or more of the decent work pillars into their programmatic activities. Consequently, given the high relevance of decent work to the Uruguayan context, there is no one key United Nations player in the field, but a host of visible stakeholders (FAO, ILO, UNAIDS, UNDP, UNESCO, UNFPA, UNICEF, UN-Women) which, benefiting from significant State funding, have focused much of their efforts on technical assistance in a variety of decent work-related realms.

(d) *Coherence between country-level policies and practices of United Nations country team members and their headquarter counterparts as regards decent work*

349. Apart from ILO, United Nations system entities operating in Uruguay had rarely, if ever, received directives from their organizational headquarters to mainstream decent work into their country-level programmatic activities. Subsequently, their decent work-related initiatives resulted primarily from the demands of the host country — a factor that held true even for entities like FAO and UNDP, whose organization-level strategic and planning documents included references to decent work and would thus be consistent with decent work-related activities at the country level. For instance, based on a request from the Government of Uruguay, FAO and ILO implemented a technical assistance project to promote decent work, gender equity and improved labour productivity for citrus and blueberry producers. While the FAO country office indicated that it was positively supported by its headquarters on decent work-related initiatives, its decision to participate in the above-

mentioned endeavour was primarily attributable to the request from the host government — a request motivated by the image of FAO as a fair and neutral partner by the workers unions and private companies involved in the project.

(e) *Sustainability of actions at national level including challenges faced*

350. Following Uruguay's revised status from a middle to a high-income country, agencies operating there currently have fewer resources with which to work and a number of European Union donor countries are also reconsidering the continuation of development aid to Uruguay. There is also the possibility that one or more United Nations system entities may move out of Uruguay in the coming years. Limited human resources further place limits on the extent to which agencies in Uruguay can engage in decent work-related initiatives.

351. With the United Nations system no longer constituting a significant donor entity, there is a view that it is in a moment of transition and its continued value-added and role needs to be more clearly defined. For instance, while entities like ILO and UNICEF have their own defined products (e.g. international conventions, norms, etc.) with which to work at the national level, the same may not hold true for all United Nations system entities. In terms of joint initiatives, harmonization and simplification of business procedures at the headquarters level of the organizations remain slow, serving as a deterrent to joint initiatives at the field level. A number of agencies indicated that there also existed a certain level of inertia when it came to dealing with large unions in Uruguay.

(f) *Good practices identified*

352. Thanks in large part to the culture of cooperation facilitated by the Delivering as One mechanism, several United Nations system entities have been able to play a significant role in a wide number of decent work-related initiatives that have had a visible positive impact at the national level. For instance, the system played a pivotal role in, among others, national dialogues on social security, employment, HIV and human rights. Such broad-ranged attention over the past decade has resulted in social security coverage being greatly expanded in Uruguay to the extent that it currently has the highest coverage rate in the region. The United Nations has also contributed to the reform of the health-care system which includes not only workers but also their dependents. Presently, it is very active in the ongoing national dialogue on a universal care system for people with disabilities, children and the elderly as well as on emerging issues such as mining as extractive industries. Individual agencies readily acknowledged that, had they not had the support of other agencies, it would not have been possible for them to have contributed to such a wide range of initiatives on their own.

E. Possibilities and needs in the post-2015 period

353. There was consensus within the Government and among the United Nations system entities interviewed that, due to the objective situation of the country including the existing inequality, the social dimensions of decent work would continue to be prioritized in the coming years. The agencies indicated that once the post-2015 Sustainable Development Goals (draft version contains 17 goals and 169 targets) had been finalized and agreed upon, they would have to undertake the identification of corresponding goals at the national level and design indicators to monitor national implementation.

354. Decent work-related issues that necessitate continued attention in the Uruguayan context include: elimination of territorial inequities and its impact on the labour market; residential segregation in major urban areas; gender gaps in labour force participation rates, in wages, in unpaid work, in conditions of work, in senior positions in the public and private

sector, in salaries, in weakly regulated and poorly compensated service sectors (e.g. domestic work) and in political representation; gender-based violence particularly in rural areas; and development of care networks which would in turn facilitate women's access to the labour market and further their empowerment.

355. Specific challenges faced by vulnerable groups will also have to be addressed and include: populations in extreme poverty (about 40,000 families or 0.5 per cent of the population); people with disabilities (18 per cent of the population); youth unemployment (16 per cent); Uruguayans of African descent; people deprived of liberty (prison population); and old-age work and protection (18.4 per cent of Uruguay's population is aged 60 and over — highest in Latin America).⁹² Emerging challenges include: addressing rights at work issues in new industries such as mining in which Uruguay has no past experience and will have to also deal with the conflicting issue of use of agricultural land for mining purposes; labour trafficking, regional and international migration; and implementation of the recently approved legislation on domestic work to ensure, among others, that all domestic workers receive the social benefits due to them.

356. To address these challenges, the United Nations system is expected to perform a variety of roles including: providing technical assistance in the formulation of public policies; facilitating space for inter-agency and inter-institutional cooperation; awareness-raising and advocacy; furthering multi-stakeholder dialogue and thematic coordination; facilitating exchanges of experience and lessons learned; and contributing to national debates on the adequacy of legal and institutional standards and the international commitments made by Uruguay.⁹³

⁹² United Nations, *World Population Ageing 2013*.

⁹³ *Reporte de Progreso del UNDAF/UNDAP 2011-2015 de Uruguay*, p. 39.

Country case study: Zambia

Human Development	Human Development Index - HDI 2013 / Category of HDI / HDI change since 2008 (1)	0.561 / Medium / +.056
Demography & Territory	Population total (millions) (1)	14.54 million
	Total Area (square kilometres) (3)	752,618
	Urban (% of population) (1)	40.03%
	Median age (years) (1)	16.68 years
Income & Growth	Gross national income (GNI) per capita (2011 PPP \$) (1)	\$2898
	GDP (purchasing power parity) (2013 est.) (3)	\$25.47 billion
	GDP - real growth rate (2013 est.) (3)	6%
Inequality	Inequality (Gini coefficient) (1)	57.49
Employment & Vulnerability	Employment to population ratio (1)	79.9
	Unemployment rate (%) (5)	7.90%
	Vulnerable employment (% of total employment) (1)	81%
	Youth unemployment (% of ages 18-35) (5)	11%
	Child labour (% of ages 5 to 14) (1)	40.60%
Poverty	Population in multidimensional poverty (%) (1)	50.70%
	Population in severe poverty (%) (1)	31.30%
	Population below national poverty line (%) (1)	60.50%
	Share of working poor, below \$2 a day (%) (1)	76.10%
Gender	HDI Female / Male (1)	0.534 / 0.585
	Gender Inequality Index (1)	0.617
	Labour Force Participation Rate: (% aged 15 and above) Female / Male (2012) (1)	F: 73.2% / M: 85.7%
Health	Total expenditure on health per capita (Intl \$, 2012) (4)	\$112
	General government expenditure on health as a percentage of total government expenditure (2012) (4)	16.40%
	HIV prevalence among adults aged 15-49 years (%) (4)	12.70%
	Antiretroviral therapy coverage among people with HIV infection eligible for ART according to 2010 guidelines (%)	79%
	Number of people (all ages) living with HIV (2012) (4)	1,100,000
Education	Adult literacy rate (% ages 15 and older) (1)	61.40%
Human Security	Old age pension recipients (% of statutory pension age population) (1)	7.70%
Mobility	Net migration rate (per 1000 population) (1)	-0.6
Trade & financial flows	International Trade (% of GDP) (1)	83.08%
	Net official development assistance received (% of GNI) (1)	6.08%
	Remittances, inflows (% of GDP) (1)	0.24%
ILO core conventions - year of ratification (all core conventions ratified & in force in all 5 countries) (2)	C29 Forced Labour Convention (1930)	1964
	C87 Freedom of Association and Protection of the Right to Organise Convention (1948)	1996
	C98 Right to Organise and Collective Bargaining Convention (1949)	1996
	C100 Equal Remuneration Convention (1951)	1972
	C105 Abolition of Forced Labour Convention (1957)	1965
	C111 Discrimination (Employment and Occupation) Convention (1958)	1979
	C138 Minimum Age Convention (1973)	1976
	C182 Worst Forms of Child Labour Convention (1999)	2001

(1) Source: UNDP Human Development Report 2014. all figures are for 2013 unless indicated otherwise.

(2) Source: ILO NORMLEX (Information system on International Labour Standards) (accessed: 24 September 2014)

(3) Source: CIA, The World Factbook (accessed: 24 September 2014)

(4) Source: WHO (accessed: 24 September 2014)

(5) Source: Data received from the UN Resident Coordinators office in Zambia on 11 November 2014

A. Relevance/importance of decent work to the Government of Zambia and its assessment of the role and contributions of the United Nations system in this regard

357. A resource-rich politically stable country with a strong central government, Zambia has experienced sustained levels of high economic growth — averaging 6.4 per cent over the past decade — fuelled in good part by the surging prices of copper, enabling the country to graduate to lower middle-income status in 2011. It has also attained its Millennium Development Goal targets for primary school enrolment (94 per cent) and HIV prevalence (14.3 per cent) and will likely achieve the targets relating to hunger and gender inequality by 2015. Social protection has further improved with thousands of the most vulnerable families receiving cash assistance.

358. However, high growth rates have not had a visible impact on jobs and poverty reduction and the country faces a host of pressing challenges, many in realms affecting decent work. These include: the majority of the populace living in poverty (poverty head count ratio exceeds 70 per cent in seven of nine provinces) including 42 per cent in extreme poverty; an alarming HIV incidence rate (three per hour) and a prevalence rate of 14.3 per cent; high income inequality (Gini coefficient: 0.65 in 2012) with the majority living in rural areas and reliant on subsistence agriculture; massive youth unemployment rates with 81 per cent of working Zambians engaged in the informal sector characterized by underpayment, underemployment and little or no job security; minimal economic diversification (over-reliance on copper and maize); low agricultural productivity and food insecurity; malnutrition and stunting; education deficits (poor quality education, low completion rates, limited access to tertiary education, limited technical and vocational training); persistence of gender inequality; and perceptions of widespread corruption.

359. To address those challenges, the Government of Zambia has strongly prioritized the decent work pillar of employment creation (pillar 1) and — to a considerable extent — social protection (pillar 2) in its national long-term *Vision 2030* in which it is targeted to become a prosperous middle-income country by 2030 and which contains sustainable development as one of its seven key principles. The vision is pursued through a number of medium-term national planning frameworks, the foremost among which is the Sixth National Development Plan 2011-2015. The overarching theme of the Plan is “sustained economic growth and poverty reduction” to be achieved through the following objectives: accelerated infrastructure development; economic growth and diversification; promotion of rural investment; accelerated poverty reduction; and enhanced human development.⁹⁴ A Revised Sixth National Development Plan 2013-2016 was subsequently adopted on 30 June 2014 and outlines employment creation and rural development as overarching objectives.

360. The above-mentioned national objectives form the basis for the UNDAF for Zambia for 2011-2015 which was prepared by UNCT in coordination with the Ministry of Finance and National Planning, the coordinating body for development cooperation in Zambia. During interviews with the State line ministries most closely linked to UNDAF coordination (Ministry of Finance and National Planning) and decent work issues (Ministry of Labour), it was confirmed that the key UNDAF outcomes were broadly in line with the Government’s national priorities. The Ministry of Commerce, Trade and Industry was also consulted.

361. Highlighting employment creation (decent work pillar 1) as the Government’s topmost priority (as per the Revised Sixth National Development Plan) and one that was championed by the former President who had previously served as Minister of Labour, the ministries

⁹⁴ Government of the Republic of Zambia, *Sixth National Development Plan 2011-2015* (January 2011).

indicated that the Government had targeted the creation of a million new jobs over five years with 800,000 in the formal sector and 200,000 in the informal sector, with a little less than half of that target having already been achieved. They pointed out that given Zambia's reality as a country that had only recently graduated from the least developed country category and one that largely remained an agrarian economy, the first and foremost priority was to create jobs and formalize the informal sector in order to realistically further decent work principles.⁹⁵ Subsequently, while the broader issue of decent work had come to be increasingly recognized at the subregional (Southern African Development Community) and regional (African Union) level as an important element of inclusive growth, with the latter even adopting a Decent Work Agenda for Africa (2007-2015), the ministries opined that UNCT needed to better tailor its decent work efforts to the Zambian context and stated the need for United Nations entities to provide more information on how to implement decent work.

362. Moving forward, the ministries pointed out that the State would target the incorporation of decent work elements in the growth sectors of construction, agriculture, tourism and mining. There were also plans to further the monitoring of job quality, rights at work and laws governing employment. Reliability of the labour market information system needed to be improved and labour legislation reviewed. On pillar 2 (social protection), access to health services and education in rural areas needed to be improved, including through the creation of 650 rural health posts by 2015. They further expected United Nations system entities to contribute through capacity-building to developing negotiating skills and through policy formulation support for developing micro, small and medium-sized enterprises.

363. In terms of implementation, the ministries criticized the fact that United Nations system entities were not addressing critical needs but rather kept to their comfort zones (comparative niche). They indicated that the overuse of consultants, endless consultations and unnecessary feasibility studies (on issues on which the Government already knew what they wanted to do) detracted from concrete programme implementation to address actual challenges. Such actions created a perception among certain ministries of a trust deficit on the part of those entities with regard to the Government's ability and capacity. It was also noted that they were sometimes late in providing updates on their activities under UNDAF.

364. Ministries further pointed out that, despite having a Delivering as One framework, given that agencies had less donor support with which to work, they were often competing with each other for the same resources resulting in disjointed efforts. Mainstreaming decent work was also challenged by the fact that each line ministry had its own sectoral approach to implementation, resulting in a silo approach in the working methods of the Government; that in turn had a knock-on effect on the approach of individual United Nations agencies. Additionally, despite the fact that decent work issues were relevant to multiple ministries and cut across various sectors, it was noted that ILO tended to limit its engagement only to the Ministry of Labour; it had only recently begun to consult with other ministries. The ministries subsequently called for better coordination among United Nations entities and greater oversight by the Resident Coordinator to assess what each agency was doing.

365. The ministries highlighted the following contributions from the United Nations system entities that have served to advance the decent work agenda in Zambia: furthering youth employment and rural enterprise development (FAO, ILO); furthering innovation and inclusive growth for poverty reduction including decent work for women in the informal sector (UNDP); combating rural poverty and furthering food security (FAO); support for

⁹⁵ While acknowledging the importance of sequencing, UNCT members highlighted the importance of integrating economic and human development to ensure that growth was sustainable.

national ratification of ILO Convention No. 183 concerning the revision of the Maternity Protection Convention (Revised), 1952 (ILO); and review of employee welfare and job sustainability (ILO).

B. Presence of United Nations system organizations in Zambia

(a) Resident and non-resident agencies

366. UNCT in Zambia is composed of 11 resident United Nations entities (ECA, FAO, IFAD, ILO, UNAIDS, UNDP, UNFPA, UNHCR, UNICEF, WFP, WHO), three other resident agencies (IMF, IOM, World Bank) and 11 non-resident agencies (IAEA, OHCHR, United Nations Convention to Combat Desertification/Global Mechanisms, UNCTAD, UNEP, UNESCO, United Nations Framework Convention on Climate Change, UN-Habitat, UNIDO, UNODC and UN-Women). Except for IFAD, all the resident entities plus IOM and the non-resident agencies are signatories to the 2011-2015 UNDAF.

(b) ILO presence and the decent work country programme for Zambia

367. The ILO Country Office for Zambia, Malawi and Mozambique is based in Lusaka and counts on 60 plus staff members.⁹⁶ Its current work is structured around the second Decent Work Country Programme for Zambia (2013-2016) which is aligned to its Sixth National Development Plan and takes into consideration UNDAF priorities and the country's Industrialization and Job Creation Strategy. The Programme contains the following four priorities that will contribute to the attainment of MDGs 1, 2, 3, 6 and 8: effective application of fundamental principles and rights at work to support equitable and inclusive economic growth (priority 1); effective social dialogue to contribute to sound industrial relations and sustained economic growth (priority 2); more and better employment opportunities created, with focus on targeted groups (priority 3); and strengthened social protection systems including enhanced HIV/AIDS workplace response (priority 4).⁹⁷

368. The current Decent Work Country Programme builds on the findings and lessons learned from the first Programme for Zambia (2007-2011) which was heavily criticized by the State coordinating entity for UNDAF preparation as not being aligned to national plans, as ILO had not consulted certain key line ministries (Agriculture, Finance, Youth and Sports) strongly linked to its priority work areas during the preparatory process. Among UNCT members, while ILO is regarded as the focal point on decent work and coordinates its activities closely with a number of them, interviews revealed that they had almost no awareness of the existence of the Programme.

C. Decent work-related initiatives undertaken by the United Nations country team and corresponding awareness

(a) Awareness of decent work among United Nations country team members

369. UNCT members do not generally have a broad conceptual understanding of decent work and its role as a cross-cutting theme to enhance coherence and synergies. Given the prioritization of employment creation (pillar 1) and social protection (pillar 2) by the Government of Zambia, most United Nations agencies understand the importance of these individual pillars and actively work to advance them in their policy and programmatic work.

⁹⁶ ILO Country Office in Lusaka, Staff list (accessed on 2 November 2014).

⁹⁷ ILO, *Zambia Decent Work Country Programme 2013-2016*.

Conversely, with no evident State prioritization given to social dialogue (pillar 4), conceptual understanding of this pillar and its interplay with the other pillars is virtually non-existent. The same broadly holds true for fundamental principles and rights at work and international labour standards (pillar 3) that primarily arise as topics of relevance as regards ILO work with the Ministry of Labour and are dealt with only to a limited indirect extent by UNCT. Subsequently, UNCT members in Zambia neither integrate the four decent work pillars together to have a more holistic understanding, nor do they consciously think of them when planning and designing programmatic activities.

370. To a number of UNCT members, decent work remains by and large an ILO product and concern and while some agencies do readily engage with ILO on joint activities pertinent to advancing it, they only do so when such activities also serve to advance their own mandates. Unlike gender and human rights, they do not visualize decent work as a cross-cutting theme that they have a role to play in advancing. There further exists a general level of confusion as how they are expected to promote decent work within their planning and programmatic activities.

371. Apart from resolutions (e.g. on the social protection floor initiative) and organizational directives indirectly relating to decent work (e.g. FAO guidance on decent rural employment and the rural youth employment toolkit), awareness was low with even the ILO office noting that it had not received any training on the decent work toolkit nor had it had been consulted during its creation. Among the government partners, it was pointed out that the Ministry of Labour and other social partners had received training on the toolkit in Harare.

(b) *Incorporation of decent work in the United Nations Development Assistance Framework and progress in implementation*

372. The priorities of employment creation and social protection are reflected in the UNDAF for Zambia for 2011-2015 which contains five key outcomes, 14 country programme outcomes and 42 country programme outputs with their corresponding indicators, baselines and targets. Four of the five UNDAF outcomes either directly or indirectly relate to the decent work pillars of employment creation (pillar 1) and social protection (pillar 2). Rights at work and labour standards (pillar 3) are also addressed indirectly.

373. UNDAF outcomes have been determined based on national priorities outlined in *Vision 2030*, the Sixth National Development Plan, six national frameworks (one of which was the Broad-Based Wealth and Job Creation Programme), nine studies and national policies. They are also based on the findings of a study entitled *Constraints Analysis of Inclusive Growth in Zambia* undertaken by the Ministry of Finance and National Planning which identified two broad and mutually reinforcing bottlenecks (both relating to decent work pillar 1): an unsupportive business environment and low labour force employability. It may be noted that inclusion of decent work elements into the UNDAF and its corresponding joint programmes was subtly pushed by ILO during UNCT deliberations.

374. The clearest instance of the incorporation of decent work can be found in country programme output 2.2.1 of UNDAF outcome 2 (attainment of sustainable livelihoods for targeted populations in rural and urban areas) which calls for the development of skills and awareness among employers and employees in formal and informal sectors to adopt and implement decent work principles. This output is part of outcome 2.2 focused on the decent work pillar of employment promotion (pillar 1): Government and partners provide targeted groups (micro, small and medium-sized enterprises, youth, women, people with disabilities and people living with HIV/AIDS) with opportunities for gainful and decent employment by 2015. Outcome 2.2 has three outputs with eight associated indicators with corresponding baselines and targets. Nine United Nations system entities are among the implementing

partners — ECE, ILO, UNCTAD, UNDP, UNESCO, UNFPA, UNICEF, UNIDO and WFP. The other outcome (2.1) calls for Government and partners to enable vulnerable populations to be food secure by 2015 and indirectly furthers decent work pillars 1 and 2.⁹⁸

375. UNDAF outcome 1 on reducing new HIV infections by 50 per cent while scaling up treatment, care and support has one country programme outcome (1.3) directly relating to the decent work pillar of social protection (pillar 2): Government and its partners develop and implement social protection policies and strategies to mitigate the impact of HIV and AIDS among vulnerable groups. Outcome 1.3 has two outputs with seven associated indicators (with corresponding baselines and targets) and is implemented by the Joint United Nations Team on AIDS among other partners. Social protection (pillar 2) is also indirectly furthered through three other outcomes of UNDAF outcome 1, namely: scaling up prevention services to reduce new infections by 50 per cent (1.1); scaling up integrated and comprehensive ART services for adults and children in underserved rural and peri-urban areas (1.2); and coordination of a harmonized and sustainable multisectoral HIV response (1.4).⁹⁹

376. UNDAF outcome 3 on improved quality of life and well-being for vulnerable people living in Zambia has one country programme outcome (3.3) directly relating to the decent work pillar of social protection (pillar 2): a Government-led social protection system protects vulnerable groups and families from human rights abuses and extreme poverty. Outcome 3.3 has two outputs with 12 associated indicators with corresponding baselines and targets. Five United Nations system entities and IOM are among the implementing partners — ILO, OHCHR, UNHCR, UNICEF and WFP. Social protection (pillar 2) is also indirectly furthered through two other outcomes of UNDAF outcome 3, namely improved equitable access of vulnerable groups to quality health, nutrition, water and sanitation services (3.1) and increased access for boys and girls to free and inclusive quality education (3.2).¹⁰⁰

377. Finally, UNDAF outcome 5 on ensuring human rights-based and gender-responsive policies, frameworks and services, contains two country programme outcomes that indirectly further the decent work pillars of social protection (pillar 2) and rights (pillar 3). Outcome 5.2, which calls for targeted government institutions to reduce legal and cultural practices obstructing the realization of gender equality, clearly furthers the application of rights and social protection for women. Output 5.1.1 of outcome 5.1 is also relevant to the furtherance of rights (pillar 3) as it targets government institutions in developing skills and systems to domesticate, monitor progress and report on regional and international human rights treaties, conventions, and protocols.¹⁰¹

378. In terms of monitoring and evaluating the implementation of outcomes, the UNDAF indicates that a mid-term review (2013) and a terminal review (2015) of it will be undertaken jointly by the Government and UNCT. With regard to UNDAF implementation, as per the findings of the 2013 UNDAF progress report,¹⁰² significant contributions were made by United Nations system entities on decent work-related issues pertaining directly or indirectly to the four UNDAF outcomes. Sixty-five per cent of the 80 UNDAF 2013 annual milestones/targets were reported as having been met while 29 per cent were on track and 5 per cent were constrained (1 per cent discontinued).

⁹⁸ *Zambia: United Nations Development Assistance Framework for the Republic of Zambia 2011-2015.*

⁹⁹ *Ibid.*

¹⁰⁰ *Ibid.*

¹⁰¹ *Ibid.*

¹⁰² United Nations Zambia, *Delivering as One under the UN Zambia Development Assistance Framework (UNDAF) 2011-2015: Progress Report 2013.*

379. On the promotion of decent and productive employment among targeted groups (country programme outcome 2.2) key developments include: ongoing labour law reforms to enhance workers' rights; revision of the national employment and labour market policy to make it responsive to the Revised Sixth National Development Plan and to the Industrialization and Job Creation Strategy; development of a decent work country profile with statistical analysis/baseline for progress; development of a national action plan on youth employment and empowerment; revision of the 2006 National Youth Policy; strengthened awareness of labour laws among 300 micro, small and medium-sized enterprises in the construction sector; and equipping seven national organizations with skills and knowledge in entrepreneurship development and decent work principles and development of their capacity to deliver services.¹⁰³

380. On social protection (country programme outcome 3.3) key interventions include: support for the development of a national social protection policy; increased budget for social cash transfers; inclusion of a chapter on social protection and disability in the Revised Sixth National Development Plan; finalization of police e-platform for tracking human trafficking and gender-based violence-related offences; and finalization of training package on the Anti-Human Trafficking Act with training of 60 trainers. On HIV/AIDS (UNDAF outcome 1) principal developments include scaling up of HIV prevention services, support for HIV/AIDS testing and counselling resulting in 175,000 young people tested and revision of the National AIDS Strategic Framework.¹⁰⁴

381. Key developments on other outcomes that indirectly led to the promotion of the decent work pillars of employment, rights and social protection include:

- (i) Food security (country outcome 2.1): development of a smallholder productivity promotion programme to increase production, productivity and sales of smallholder farmers; rehabilitation of seven farmer training centres to provide agroprocessing and value-addition skills to small-scale farmers; and integrated monitoring and evaluation system training for staff of the Ministry of Agriculture;
- (ii) Health (country outcome 3.1): launch of the National Food and Nutrition Strategic Plan for Zambia and First 1,000 Most Critical Days Programme to reduce chronic malnutrition and capacity-building of health facilities;
- (iii) Education (outcome 3.2): implementation of the child friendly school framework; expansion of school feeding resulting in improved attendance and retention; and development and incorporation of comprehensive sexuality education in the national curriculum;
- (iv) Mitigation measures to protect livelihoods from climate change (outcome 4.2): 2,000 plus small-scale farmers (46 per cent women) trained on climate change adaptation measures and provided with starter packs;
- (v) Human rights (outcome 5.1): support for drafting of the Constitution of Zambia that fully reflects the Bill of Rights and other human rights instruments;
- (vi) Gender equality (outcome 5.2): policy advice to drafting of a national gender policy addressing women's participation, gender-based violence, access to health, education, agriculture and landownership; and development of a programme for the promotion and protection of women and children's rights.¹⁰⁵

¹⁰³ Ibid.

¹⁰⁴ Ibid.

¹⁰⁵ Ibid.

(c) *Decent-work-related programmes, projects and initiatives undertaken by individual United Nations agencies*

382. Based on information received from UNCT and excluding ILO-only initiatives, 10 programmes/projects/initiatives (including six joint initiatives) relating to the four decent work pillars — all contributing to the attainment of various Millennium Development Goals — were being undertaken in 2014 by 11 UNCT members (FAO, ILO, IOM, ITC, UNCTAD, UNDP, UNEP, UNFPA, UNHCR, UNICEF, WFP). During interviews, United Nations agencies outlined additional decent work-related initiatives beyond those reflected in the written documentation sent to JIU (due to a lack of conceptual understanding). The summarization below thus also reflects information received during the JIU mission to Zambia. Some of the key decent work-related initiatives undertaken by UNCT members in Zambia include:

(i) On Pillar 1 (employment): Purchase for Progress project to expand market opportunities for small landholders by leveraging local food procurement for social protection programmes with a focus on: group marketing promotion, support to smallholder productivity and production, market development and policy advocacy and support to research activities for evidence-based agriculture and trade policy (WFP); promoting innovative, inclusive and equitable growth in peri-urban areas of Zambia (Innovate for Inclusive Growth Project) through support for revision of Zambia's industrialization policies and strategies (UNDP); projects on increasing farmers' productivity, access to inputs and markets, labour remuneration and mechanisms to determine what to produce (FAO); support for financial literacy and life-skills training for children in schools (UNICEF); creating incentives for people to work in rural areas, including furthering deployment and retention (UNFPA); and local integration for residual refugees including support to income-generation activities, agricultural livelihoods, vocational training and training on financial management (UNHCR);

(ii) On pillar 2 (social protection): prevention of gender-based violence in the workplace through improving workplace security and adequate sanitary facilities for women (UNFPA); generating gender-disaggregated data on human resources for health (UNFPA); food-based safety nets for vulnerable populations through in-kind food, vouchers and school feeding (cross-cuts with pillar 1 as pulses for feeding programmes are purchased from local farmers) (WFP); and support for relief efforts as part of disaster mitigation and response (WFP);

(iii) On pillar 3 (rights at work): training of nurses and midwives with requisite skills to enable delivery of quality sexual and reproductive health services while complying with health safety and standards (UNFPA); and training of health-sector workers, policewomen and women military officers on their rights at work (UNFPA);

(iv) On pillar 4 (social dialogue): dialogue with union of farmers on strategic issues in the value chain (FAO).

(d) *Joint programmes, projects or activities relating to decent work*

383. UNCT in Zambia adopted the Delivering as One approach as a self-starter in 2011, an initiative that has resulted in a concerted effort to further collaboration and integrated approaches through increased joint programming and joint advocacy. Both present and future UNDAFs target establishing and increasing joint programmes on issues with broad scope and sufficient resources to ensure cost-effective management. Some of the key joint initiatives in the realm of decent work include: Joint Programme on Rural Youth Enterprise Development targeting: creation of 3,000 plus new jobs for youth, improved financial performance of 5,000 plus youth-owned-managed rural and peri-urban enterprises, improved local food security through increases in soya bean production and social dialogue with concerned unions

(pillars 1, 4) (FAO, ILO); Zambia Green Jobs Joint Programme targeting the creation of 5,000 plus decent green jobs for youth, improving the quality of 2,000 plus jobs in micro, small and medium-sized enterprises, which in turn will improve incomes and livelihoods of 8,000 plus households that depend on the construction sector (pillar 1) (FAO, ILO, ITC, UNCTAD, UNEP); support for the development of the National Social Protection Policy and implementation arrangements (pillar 2) (ILO, UNICEF); joint programme to establish an integrated and multisectoral mechanism for the implementation of the Anti-Gender-Based Violence Act including furthering economic empowerment of victims (pillars 1, 2) (ILO, IOM, UNDP, UNFPA, UNHCR); Joint Programme on Maternal Neonatal and Child Health aimed at improving availability and quality of health and nutrition services in 10 districts (pillar 2) (UNFPA, UNICEF, WHO); joint programme on protecting migrant children from trafficking and exploitation (pillar 2) (IOM, UNICEF); joint programme on HIV/AIDS (Joint United Nations Team on AIDS) (pillar 2); collaboration on youth employment and empowerment (ILO, UNICEF) (pillar 1); joint training on promotion of decent work in soya bean and fisheries sector (ILO, WFP) (pillar 1); and a joint project on business and livelihoods for refugees (ILO, UNDP, UNHCR) (pillar 1).

(e) *Decent work-related initiatives not covered by the United Nations Development Assistance Framework*

384. As a Delivering as One country, almost all decent work-related initiatives undertaken by United Nations system entities in Zambia are covered within UNDAF.

(f) *Decent work-related initiatives at the regional or global level*

385. While most decent work-related initiatives are at the national level, there are three instances of global and regional-level initiatives: the WFP Purchase for Progress project, based on a Brazilian model, is being undertaken in 20 countries. The project started in Zambia in 2009 and furthers south-south cooperation with Brazil providing technical assistance to governments through WFP. Zambia is also part of a global initiative undertaken by UNDP, UNHCR and the World Bank to find solutions for displaced persons. FAO and ILO are also collaborating in Malawi, Mozambique and Zambia to further decent work in food security initiatives.

(g) *Financial resources for decent work-related outcomes in the United Nations Development Assistance Framework¹⁰⁶*

386. Based on data contained in the UNDAF, the total resource mobilization target for the three country programme outcomes that directly relate to decent work amounts to US\$ 46.57 million. Given a target of US\$ 335.7 million for the UNDAF, the outcomes directly relating to decent work thus constitute 13.9 per cent of the total UNDAF budget target. The key United Nations fund providers for the three outcomes are WFP (77 per cent of budget for outcome 1.3), UNDP (67.8 per cent of budget for outcome 2.2) and UNICEF (89.6 per cent of budget for outcome 3.3). Other smaller contributors include ILO, IOM, UNCHR and WHO.

Table 5

Outcomes and output directly relating to decent work	Resource mobilization targets (US dollars)
CP outcome 1.3 (pillar 2)	15 595 266
CP outcome 2.2 (mainly pillar 1)	11 781 333
CP outcome 3.3 (pillar 2)	19 200 000

¹⁰⁶ Zambia: United Nations Development Assistance Framework for the Republic of Zambia 2011-2015.

D. Aggregated responses to key evaluation questions at country level

(a) Level of awareness of decent work concept and related issues

387. Awareness of decent work among UNCT members in Zambia is primarily limited to their policy support and programmatic activities in the realms of employment creation (pillar 1) and social protection (pillar 2) in line with the priorities of the Government of Zambia. Apart from ILO, with one other exception, none of the UNCT members exhibited a broad conceptual understanding of decent work, including of how its four pillars linked together to further the decent work agenda. Thus, most agencies engaged in initiatives furthering certain decent work pillars did so, largely unconscious of the fact. Such limited understanding has not been helped by the fact that none of the UNCT members had received any explicit instructions, training or guidance on decent work and thus viewed the concept either as an ILO concern or from the more limited bandwidth of specific decent work pillars that tied in with their own organizational mandate. The lack of a common conceptual framework has resulted in agencies missing out on potential synergies and complementarities to enhance their decent work-related interventions. In that context, awareness and sensitization through guidance and training should serve to augment the scope for the agencies to proactively adopt a decent work lens when conceptualizing and designing programmatic activities.

(b) Level of incorporation of decent work in the United Nations Development Assistance Framework

388. The decent work pillars of employment creation (pillar 1) and social protection (pillar 2) are adequately reflected in the UNDAF through related country programme outcomes and outputs. Fundamental principles and rights at work and international labour standards (pillar 3) are indirectly addressed (through UNDAF outcome 5) while social dialogue (pillar 4) is left out altogether. While one out of the 42 country programme outputs is explicitly dedicated to decent work, neither its overarching concept nor any of its four pillars constitute any of the five key UNDAF outcomes. However, as evidenced by the limited number of policy and programmatic activities undertaken by individual United Nations system entities on the decent work pillars, actual implementation of UNDAF outcomes has been less than desirable. Acknowledging that challenge, several UNCT members highlighted the need for the following measures to ensure that the forthcoming UNDAF contained more actionable outcomes: better analysis of structural issues and rationale for the inclusion of outcomes; and better mapping of constraints and who needed to do what to get there.

(c) Relevance of decent work for the country

389. While the Government of Zambia has highly prioritized employment creation (decent work pillar 1), particularly through targeting youth employment and reducing the size of the informal economy, to what extent the employment generated has come with the accompanying conditions to be considered as decent work remains unclear. However, there is growing awareness of the importance of inclusive growth, and this has resulted in the Government furthering social protection measures within its limitations, primarily through enhancing food security and addressing HIV/AIDS, among other initiatives. While understanding and application of international labour standards have improved with reforms under way on labour laws and standards, the commitment of the United Nations system to assist the Government in this realm remains limited to ILO and to a lesser extent UNFPA. Based on interviews and reviews of the national plan, social dialogue was virtually non-existent and did not appear to be a national priority. Among the system entities, those undertaking initiatives on one or more decent work-related pillars include FAO, ILO, UNDP, UNFPA, UNICEF and WFP and to a lesser extent UNAIDS and UNHCR.

(d) *Coherence between country-level policies and practices of United Nations country team members and their headquarter counterparts as regards decent work*

390. Two instances of headquarters and field-level coherence on decent work issues could be found in Zambia. In the first instance, Purchase for Progress of WFP had resulted from a headquarters decision that the organization needed to transition from food aid to food assistance. The outcome was that WFP country offices would now source food locally from small farmers' cooperatives, resulting in job creation (decent work pillar 1) and infrastructure development at the local level. In the second instance, FAO received organizational guidance on decent rural employment. No additional evidence could be found of headquarters interventions leading to decent work mainstreaming in Zambia.

(e) *Sustainability of actions at national level including challenges faced*

391. Furthering evidence-based policymaking on decent work-related issues in Zambia is limited by weak national data collection capacity resulting in deficient or non-existent data on key policy areas. As no mapping of decent work-related activities is systematically undertaken by UNCT members, this has an adverse impact on knowledge management of decent work. Additionally, there have not been any evaluations of past decent work-related initiatives at the UNCT level to guide future work.

392. Sustained developmental funding has also been made uncertain following Zambia's reclassification as a lower middle-income country in 2011, with several donors cutting back on funding and no longer prioritizing the country for development support. Reduced resources have subsequently led to increased competition among United Nations system entities to access funds. Given such an evolving context, the transition of UNCT in Zambia to a Delivering as One modality where it can more easily collaborate and have access to common funds appears to be a prudent move.

(f) *Identified good practices*

393. A large number of joint programmes (most of them furthering the decent work pillars of employment and/or social protection) are ongoing in Zambia and are expected to increase further in future thanks in large part to the impetus provided by the Delivering as One initiative. Given the involvement of ILO in several joint programmes, such a platform provides it with a useful opportunity to further broader conceptual understanding of decent work among programme participants.

E. Possibilities and needs for the post-2015 period

394. Zambia will have to continue to confront the multitude of challenges posed by Southern Africa's "triple threat" (high HIV prevalence, deep-rooted poverty and food security and weakened governance systems that adversely affect public service delivery capacity) well into the post-2015 period. Consultations in Zambia on the post-Millennium Development Goal agenda conducted by the MDG Consultation Technical Working Group resulted in the identification of seven priority areas, all of which either directly or indirectly related to the decent work pillars, particularly full and productive employment (pillar 1) and social protection (pillar 2): better job opportunities and an enabling business environment; quality education with life skills; better health care; equality of income, gender, access and opportunity; eradication of poverty; honest and responsive government; and access to clean water and sanitation.¹⁰⁷ Additional specific areas identified by line ministries and UNCT that

¹⁰⁷ United Nations Zambia, *Zambia Consultations on the Post Millennium Development Goals (MDGs) Agenda: Report*.

will need to be addressed include: youth employment and empowerment; private-sector growth; reducing informal employment; furthering social protection for vulnerable populations; addressing urban-rural disparities; and increasing agricultural productivity.

VII. LESSONS LEARNED

395. The lessons learned described below are derived from the general findings, conclusions and analysis from the review of mainstreaming the decent work agenda; however, the Inspectors draw to the attention of the readers that most of these lessons learned have a wider applicability in the activities of the United Nations system, in particular in the context of the ongoing discussions and future implementation of the Sustainable Development Goals.

396. **Need for a well-articulated governance and accountability framework:** The Economic and Social Council and CEB decisions on mainstreaming the decent work agenda were a useful vehicle to bring that issue to the attention of decision makers in member States and the executive management of the United Nations organizations. However, the lack of a well-defined mechanism for implementation and monitoring of the mainstreaming of decent work has hindered the efficient translation of the high-level political commitment into concrete actions. CEB did not create such a mechanism for mainstreaming the decent work agenda, nor was ILO mandated to play such a role. Other multisectoral issues would benefit from using the above platforms to raise the awareness of a variety of stakeholders. A robust monitoring and accountability framework/mechanism is required to ensure that political decisions are followed up on through appropriate implementation actions.

397. **Leadership and commitment in system wide initiative is imperative:** Executive heads and CEB member agencies did not explicitly express themselves on the relevance of the decent work agenda to their organizational mandates and field of activities. Lack of documentation on the subject made it difficult to understand whether the agenda was not dealt with by an organization because of a lack of senior management commitment or because it was perceived as irrelevant to the organizational mandate. In future, when a multisectoral initiative is to be embraced by the system, executive heads of the CEB member agencies should carefully examine the topic and indicate whether the issue will be of relevance to their respective organizational mandates. In cases where there is no or little relevance, and the intention is not to work on the issue, this should be clearly announced and the implementation mechanism should be developed accordingly.

398. **Resolutions issued by member States should be differentiated and fit for purpose:** The Inspectors found that organizations are confronted by multiple, often competing, requests to mainstream a wide range of issues. This creates situations where it is not possible to mainstream all of them thoroughly and they are seen by staff members as competing demands. The practice of global overarching requests and mandates directed at all organizations of the United Nations system without differentiation and one that does not take into consideration the relevance of the issue against organizational mandates should be kept for a very select few. Given the human and financial constraints faced by the system, it is unrealistic to expect all organizations to be able to respond to various requests to mainstream all issues equally.

399. **Importance of translating global initiatives to regional level:** The function of the regional commissions plays an important role in bringing political commitments formulated and accepted at the global level onto the domestic public agenda of the member States of their respective regions. The form of assistance undertaken by the commissions heavily depends on the specific demands of the member States of each region. The lack of well-articulated tasks and role attribution in the Economic and Social Council functional commissions resulted in an inadequate follow-up and approach to their implementation, thus leading to missed opportunities.

400. **Main drivers of successes at country level:** At the country level, national government prioritization had the most impact on mainstreaming the decent work agenda into UNDAFs, followed by the initiatives of proactive and knowledgeable resident coordinators and ILO country offices (as the agency having a priority role in promoting the agenda). This would indicate that in mainstreaming other initiatives into UNDAFs, priority attention should be paid to the stakeholders, with the lead agency varying depending on the issue under consideration.

401. **Continuous awareness and learning process:** Missed opportunities to mainstream decent work were observed due to the lack of a sustained awareness-raising strategy. Such a strategy is a basic requirement in ensuring a common understanding and a high level of awareness across the system at all levels. This is particularly imperative when organizations need to act on other upcoming, complex, multidisciplinary subjects.

402. **Flexibility to accommodate emerging needs and initiatives:** Mainstreaming activities which are highly in line with organizational mandates are the obvious priority; however, there were successful efforts to refocus some of the activities taking into account the decent work agenda. At times, in the case of new system-wide initiatives, it may be necessary for organizations to review and shift their strategic focus to better address commonly agreed initiatives or goals. Drawing attention to this in boards and governing bodies would allow organizations to work on such “new” areas of work with legitimacy and governing and legislative bodies should be open to such discussions.

403. **Need for lead agency(ies) to drive mutual learning amongst organizations:** United Nations organizations, whose mandates are the most relevant to a given issue, play an important role in raising awareness and promoting a common understanding amongst those organizations that may have more limited awareness of the issue. No organization was requested to perform that function for mainstreaming the decent work agenda. Awareness-raising and training activities should be across the system, including at the country level, and sustained (rather than one-off ad hoc initiatives) in order to take into account high staff turnover. Organizations requested to play such a role require the necessary resources to carry out such work.

404. **Integration into individual organization institutional frameworks:** United Nations initiatives decided or endorsed at the system-wide level must be reflected in the policy and strategic framework/planning level documents of the individual organizations in order to create an enabling environment where meaningful mainstreaming can take place. Implementation of activities remains disjointed and ad hoc if it does not receive orientation and become part of the results-based framework of the organizations at both headquarter and field levels. This is most evident at the country level where a large number of United Nations system entities are undertaking a wide range of initiatives in the UNDAF framework, but they miss out on developing synergies due to disjointed efforts resulting from a lack of common conceptual understanding and no commonly formulated policies or strategies.

405. **Need for a focal point function:** There are only a few organizations with a focal point function/person on the decent work agenda, while gender mainstreaming examples show that a responsible unit/person within each organization whose work most closely relates to the issue is required to help coordinate such activities. Horizontal cooperation and networking within and across organizations are required to ensure a continued and sustainable response to embed overarching global initiatives into organizational activities. A well-functioning network of these focal points across the system would contribute to ensuring and strengthening coherence among United Nations organizations.

406. Delivering as One as a useful framework for success in coherence and complementarities: At the country level, the establishment of a Delivering as One framework presents a clear opportunity to further inter-agency cooperation through joint programming on issues of cross-cutting importance such as the decent work agenda. Each agency could contribute with its particular technical expertise, even with relatively modest financial implications, to an initiative that may not be entirely circumscribed within its traditional strategic focus. This may be a useful message for other system-wide initiatives.

407. Mainstreaming initiatives are not cost-free: Initiatives to mainstream complex issues are not without cost. They need to be supported by dedicated resources (financial and human) at the global and country levels. The establishment of common funds has been particularly conducive in the case of the latter. The usual approach of “do it within existing resources” without specific allocation or prioritization is not conducive to meaningful results and is considered a crucial lesson to be taken into account for future successful implementation of the post-2015 Sustainable Development Goals.

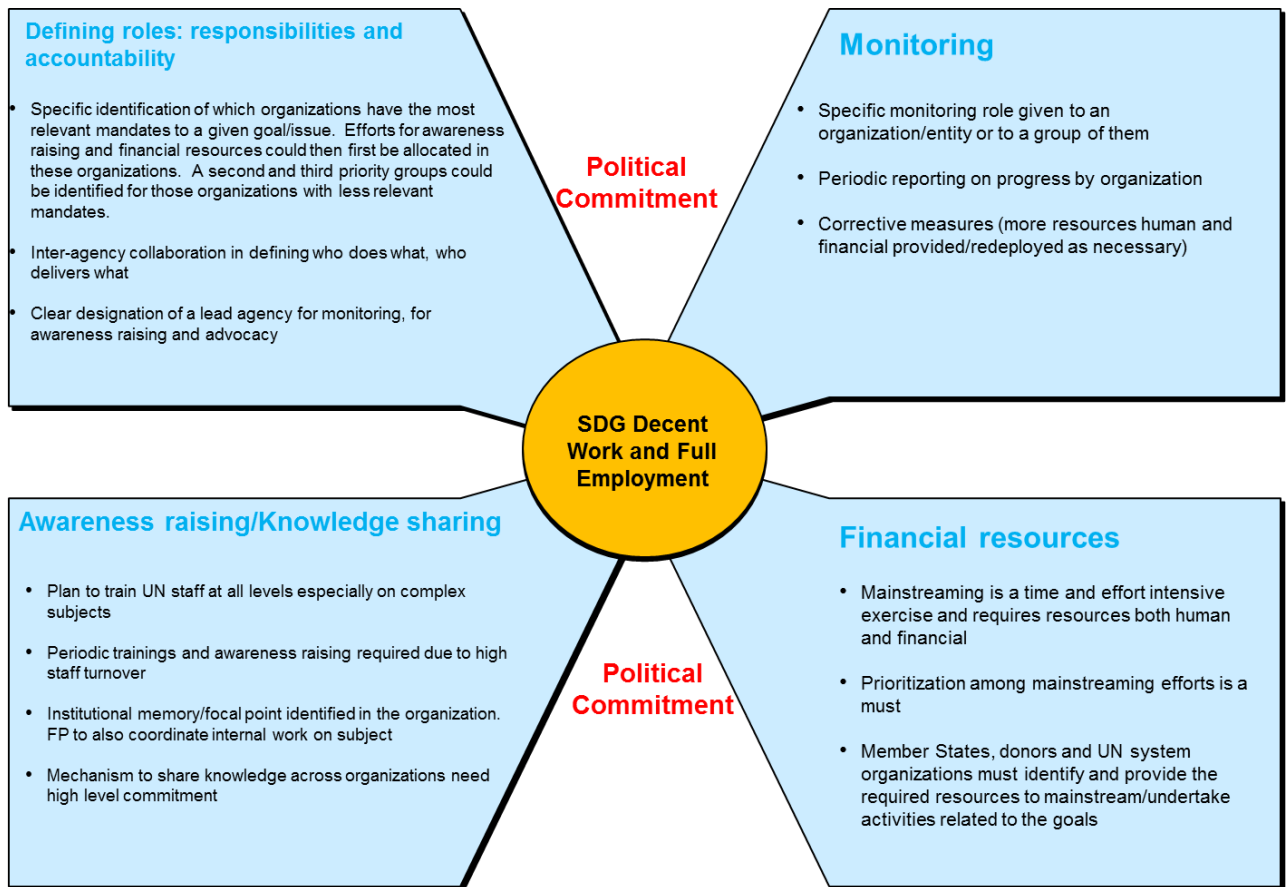
VIII. THE WAY FORWARD

408. Review of the Economic and Social Council resolutions on mainstreaming the decent work agenda into the activities of United Nations system organizations showed the limited impact of politically justified and unanimously supported United Nations resolutions. There were results achieved and some organizations have undertaken commendable efforts to mainstream decent work; however, overall, the system's response was moderate. The resolutions required the accompaniment of a more robust form of monitoring their implementation and better attribution of responsibility and accountability was needed. Furthermore, a proper funding mechanism to provide the resources for mainstreaming decent work should have been formulated.

409. It is hoped that the findings and subsequent recommendations and lessons learned from the present review are not seen only as a backward-looking exercise attempting to reinvigorate initiatives launched a decade ago, but rather as a call to member States, the executive management of United Nations organizations and United Nations staff members at large, on how to better meet the requests the Sustainable Development Goals will ask of the United Nations system in the post-2015 period (see diagram below).

410. It is to be noted that, while member States unanimously supported the Economic and Social Council resolutions on decent work in the Council forum, the same level of attention and support was not replicated by them in governing and legislative bodies across all United Nations system organizations. Thus, some organizations were not instructed to work on, much less prioritize, the decent work agenda in their work programmes. Consistency of the messages sent by member States to and across the various United Nations system forums should be enhanced. Member States are expected to promote and ensure a consistent approach in the governing bodies of different United Nations system organizations and entities concerning the global initiatives approved at the General Assembly level, thus strengthening the coherence of the system's activity.

411. Decent work and full employment continue to be on global and national agenda. The potential inclusion of decent work in the Sustainable Development Goals would indicate widespread acceptance of its importance in both global and national agenda. ILO should take such acceptance as a call for more proactive efforts to raise awareness, advocate and ensure a common understanding of decent work across the United Nations system and among its constituents. The experience of the present report should be used in addressing the subject of employment and decent work within the context of the SDGs.

Diagram: Lessons for post-2015 SDG implementation

ANNEX I: Terms of Reference

Final TERMS OF REFERENCE

I. INTRODUCTION and BACKGROUND

1. The United Nations has recognized the importance of full and productive employment and decent work for all to the achievement of development goals, of the MDGs and of possible future Sustainable Development Goals. Achievements to date in terms of poverty reduction have been linked quite directly to progress in productive employment and in social protection.
2. In consequence the Economic and Social Council and the Secretary-General have called on United Nations funds, programmes and agencies to lend their support to the achievement of full and productive employment and decent work for all. This goal takes on added relevance as the world strives to meet the MDGs by 2015 and sets out a new sustainable development agenda post-2015. A review of how the funds, programmes and agencies have responded to the call by the Council is timely.
3. Decent work has been defined by ILO and endorsed by the international community as being productive work for women and men in conditions of freedom, equity, security and human dignity. Decent work involves opportunities for work that is productive and delivers a fair income; provides security in the workplace and social protection for workers and their families; offers better prospects for personal development and encourages social integration; gives people the freedom to express their concerns, to organize and to participate in decisions that affect their lives; and guarantees equal opportunities and equal treatment for all.¹⁰⁸
4. Putting the Decent Work Agenda¹⁰⁹ into practice is achieved through the implementation of the following four pillars:
 - Employment creation and enterprise development
 - Social protection
 - Standards and rights at work
 - Governance and social dialogue.
5. The 2006 ministerial declaration of the Economic and Social Council stated: “We are convinced of the urgent need to create an environment at the national and international levels that is conducive to the attainment of full and productive employment and decent work for all as a foundation for sustainable development.”
6. In his report to the Economic and Social Council on “The role of the United Nations system in promoting full and productive employment and decent work for all” (E/2007/49) the Secretary-General highlighted

the centrality of those objectives in international and national development strategies, including poverty reduction strategies, to achieve the internationally agreed development goals ... It makes recommendations on ways to translate those goals into United Nations system policy and operational frameworks and strengthen the United Nations system’s analytical and programmatic support to countries in making these goals a priority.

7. In 2007 (and also in 2008) the Economic and Social Council adopted resolution 2007/2 (similar resolution issued in 2008: 2008/18) which: “*Calls upon* the United Nations funds, programmes and specialized agencies, as appropriate within their respective mandates, to assess and adopt in their action plans the three-phased approach to promoting the goals of full employment and decent work for all.”

¹⁰⁸ ILO, *Toolkit for Mainstreaming Employment and Decent Work* (2007), p. vi.

¹⁰⁹ Hereafter the Decent Work Agenda is referred to as DWA.

8. In his report to the United Nations General Assembly, “A life of dignity for all: accelerating progress towards the Millennium Development Goals and advancing the United Nations development agenda beyond 2015” (A/68/202 of 26 July 2013) the Secretary-General identified challenges, identified “policies and programmes that have driven success in the achievement of the Goals and can contribute to accelerating it”, provided suggestions as to how to advance the United Nations development agenda beyond agenda in the report and that “renewed efforts are essential for achieving the Millennium Development Goals by the end of 2015”.
9. While providing an assessment of progress to date, the report also identified policies and programmes that have driven success in the achievement of the Millennium Development Goals and can contribute to accelerating it. Those included emphasizing inclusive growth, decent employment and social protection.
10. Full and productive employment and decent work for all is an internationally agreed goal; and one for which the Economic and Social Council and the Secretary-General have called for support from United Nations funds, programmes and agencies to contribute to its realization. It is closely linked to the achievement of MDG 1 on poverty reduction, to progress registered in countries on the MDGs, and to the ongoing discussion on post-2015 sustainable development goals.
11. In response to the resolutions, CEB has approved a *Toolkit for Mainstreaming Employment and Decent Work* (2007). The toolkit is the product of various consultations through the CEB mechanism and has been endorsed by the executive heads of all member agencies of CEB. Consequently, CEB adopted the toolkit at its April 2007 session, held in Geneva. In July 2007, the Economic and Social Council adopted a resolution calling on the whole multilateral system to collaborate on using the toolkit and to implement a three-phased approach in action plans to promote the goals of full and productive employment and decent work. The three phases are: (a) each organization formulating in close collaboration with ILO, its own action plan by end 2007/beginning 2008; (b) follow-up on the action plan by end 2008/beginning 2009 by promoting ownership by the organization and enhancing the decent work elements of its policies, programmes and activities, including consolidating decent work elements in larger clusters of the organization’s mandate; and (c) establishing by the end of 2009 a system-wide action plan for the period 2010-2015. To develop an action plan, the toolkit called on organizations to undertake a self-assessment based on the checklist included in the toolkit. To date, 14¹¹⁰ organizations have completed the self-assessment and are found on the CEB knowledge-sharing platform. Based on current research, only one organization has completed the first step of the three phases (UPU).
12. Seven years since its adoption, it is now timely to review the level of adoption and implementation of the United Nations resolutions, CEB decisions and its consequent activities. The review will also provide information and input to the United Nations system as it discusses strategic positioning for the system in post-2015.
13. The review was proposed by JIU and shared with the ILO Director-General who welcomed the proposal. Based on discussions, ILO will provide JIU with extrabudgetary funding to carry out the review.

II. PURPOSE AND OBJECTIVES

Purpose

¹¹⁰ FAO, IAEA, UNDP, UNEP, UNESCO, UN-Habitat, UNICEF, UNIDO, UNODC, UNRWA, UNWTO, UPU, WHO, World Bank.

14. The review will make an assessment of the implementation of the Economic and Social resolutions on decent work as well as of actions approved by CEB. It will provide information to the General Assembly/Council and the legislative and governing bodies of the participating organizations and to CEB on how well United Nations system organizations have implemented the resolutions concerning the issue of mainstreaming or supporting the Decent Work Agenda.

Objectives

- To evaluate/review how United Nations system organizations have taken up the call from the Economic and Social Council to mainstream decent work principles in their own strategic planning/work at the corporate level and at the country level in UNDAF and other frameworks. Special attention will be paid to organizations that have a strong mandate in the poverty alleviation and social protection areas
- To identify what mechanisms are in place within the United Nations system for mainstreaming and identify aspects of an enabling environment as well as the challenges faced by the system in integrating decent work issues at different levels
- To identify good practices and challenges in mainstreaming the Decent Work Agenda in the activities of the United Nations system organizations.

III. INTENDED IMPACT

15. The evaluation/review is expected to:

- Enhance coordination and cooperation
- Strengthen coherence and harmonization
- Enhance effectiveness
- Disseminate best/good practices and lessons learned.

IV. SCOPE

Coverage of organizations

16. The scope of the present review focuses on the United Nations, its funds and programmes and specialized agencies who through CEB have endorsed the concept of mainstreaming decent work. It covers the JIU participating organizations with particular emphasis on those organizations with a mandate on poverty alleviation, eradicating hunger, maternal health and HIV/AIDS. The review will look at gender and human rights issues as they are defined in the decent work principles. The review will cover three levels of the United Nations system in its efforts at mainstreaming: (a) through the CEB/HLCP mechanism; (2) the corporate headquarters level of the participating organizations; and (c) the country level. The primary focus of the present review is on the United Nations system organizations other than ILO as it seeks to determine the extent to which the system as a whole has mainstreamed decent work concerns into its own policies, strategic plans and country-level plans.

Timeframe

17. The review will cover the period from 2007 to 2013, since 2006 is the date of the first ministerial declaration requesting the United Nations system to support efforts to mainstream decent work:

Economic and Social Council ministerial declaration (July 2006)

We request the funds, programmes and agencies of the United Nations system and invite financial institutions to support efforts to mainstream the goals of full and productive employment and decent work for all in their policies, programmes and activities. In this regard, we invite stakeholders to duly take account of the International Labour Organization decent work country programmes in order to achieve a more coherent and pragmatic United Nations approach to development at the national level on a voluntary basis.

Coordination/overlap with ongoing ILO evaluation

18. It has come to the attention of the team that ILO has been mandated by its governing body to undertake an evaluation of outcome 19 of their Strategic Policy Framework 2010-2015: Making Decent Work Happen. The JIU team will coordinate with the ILO evaluation team to ensure complementarity of the two evaluations and coordinate schedules and interviews to lessen the burden on key stakeholders.

19. Outcome 19: mainstreaming decent work

Member States place an integrated approach to decent work at the heart of their economic and social policies, supported by key United Nations and other multilateral agencies. The impact of the Decent Work Agenda is significantly improved when it is placed at the heart of economic and social policies for sustainable development. Members' capacity to achieve this objective is enhanced when United Nations and other multilateral organizations offer coherent policy advice and technical assistance that serve to promote an integrated approach to decent work. This calls for the strengthening of the informational and analytical underpinnings of integrated policies and programmes across the ILO four strategic objectives within the overall framework of sustainable development. ILO will therefore pursue a strategy for the mainstreaming of decent work in its collaboration with other international and regional organizations with mandates in closely related fields. In this connection, it is important to incorporate into the decent work approach the implications of environmental policies, especially on climate change.¹¹¹

The ILO Strategic Plan provides indicators for measuring outcome 19:

Indicator 19.1: Number of member States that, with ILO support, make the goal of decent work increasingly central to policymaking.		
Baseline: To be established based on an internal survey to be conducted through ILO field offices in 2009.		
Target 2010–2011: 15, of which at least 4 in Africa and 2 in the other regions.	Target 2012–2013: 15	Target 2014–2015: 20
Indicator 19.2: Number of key international agencies or multilateral institutions that, through collaboration with ILO, mainstream decent work into their policies and programmes.		
Baseline: To be established based on an independent assessment in 2009.		
Target 2010–2011: 5	Target 2012–2013: 5	Target 2014–2015: 5
Position to be reached by 2015: In at least 50 member States, an integrated approach to decent work is embedded in UNDAFs or equivalent national strategies. Key economic, social and environmental international agencies with mandates in decent work-related fields are promoting this integrated approach		

20. Initial discussion between the ILO evaluation unit and JIU have concluded that the ILO evaluation, currently ongoing and expected to be completed by June 2014, will focus its evaluation on indicator 19.1 and their focus on 19.2 will be limited to the ILO role and work in providing support and collaboration with the system. The JIU review will focus on indicator 19.2 with focus on the United Nations system response and its action in mainstreaming decent work.

V. EVALUATION CRITERIA and QUESTIONS

21. Evaluation criteria: Effectiveness, relevance, coherence, sustainability.

¹¹¹ GB.304/PFA/2 (Rev.), *Strategic Policy Framework 2010-2015: Making Decent Work Happen*, para. 75 (Geneva, March 2009).

22. The following evaluation questions have been identified so far. These may be refined and/or further questions added in the preliminary inception report.

Effectiveness:

- What is the level of awareness among United Nations system organizations of the Decent Work Agenda?
- To what extent has the Decent Work Agenda been reflected in headquarters and national UNDAF-type strategies by United Nations system organizations?

Relevance:

- To what extent is the Decent Work Agenda relevant in the United Nations system organizations which have included/not included these issues in their strategic plan/development frameworks? If an organization has not included the Decent Work Agenda in its policies and programmes, what are the reasons?
- What were the most significant changes (at organization and country levels) as a result of efforts to implement the Economic and Social Council resolution in connection with full and productive employment and decent work for all?

Coherence:

- Are the actions and efforts taken at organization (corporate/headquarters) and national levels coherent with each other?

Sustainability:

- Have the United Nations system organizations managed to work on mainstreaming the Decent Work Agenda and utilized the toolkit developed in a continuous and sustainable way?
- What are the key lessons based on positive contributions of challenges faced by the Decent Work Agenda at organization and country levels?

Good practices:

- What are some good practices of countries where the United Nations system organizations mainstreamed decent work into UNDAF and implemented the Decent Work Agenda in their country activities?

VI. METHODOLOGY

(The methodology will be fine-tuned at a later date, based on the preliminary inception report and further consultations).

23. The methodology is expected to be a mix of qualitative and quantitative approaches for data collection and analysis. The evaluation will begin with a desk review of documentation available followed by a preliminary inception report and by an additional data collection phase including questionnaires, interviews, in person or through videoconferencing/telephone, and in-depth analysis of data gathered.

24. Description of proposed methodology:

Phase I

- Conceptualization of the review and desk review to define “mainstreaming” and “decent work” for this review taking into account the United Nations system experience in mainstreaming gender etc.
- Synthesis of the internal and independent reviews conducted on the Decent Work Country Programme by ILO and ILO external independent evaluations with focus on how non-ILO United Nations system organizations have mainstreamed the Programme agenda

- Content analysis of the country programming frameworks (UNDAFs, CCAs, etc.), for whether any UNDAF outcomes have included decent work, evidence of utilization of the terminology “decent work” and whether UNDAFs include decent work principles and issues although not explicitly stated as decent work (based on decent work indicator key words). A possible way to attribute inclusion of decent work in UNDAFs could be whether the issues included in the text are grounded in the key international labour standards and conventions
- Review of strategic plans at headquarter and regional levels on inclusion of decent work or decent work principles.
- Review of agencies’ implementation reports (Resident Coordinator Annual Report, annual or biennial reports for each United Nations organization on whether coordination (i.e.: advocacy, awareness-raising, joint programmes) on the issue of decent work took place.

25. *Phase II partly in parallel with phase I*

Through written questionnaires and interviews:

- Follow up with participating organizations on their utilization of the CEB toolkit for mainstreaming decent work since the 2010 evaluation
 - Assess implementation of the action plans on mainstreaming decent work as called for in the CEB toolkit.
 - Follow up with United Nations system organizations on awareness-raising activities on decent work at headquarter, regional and country levels.
26. Visit a sample of four to five countries for further in-depth study on implementation of decent work activities at the country level and for the collection of potential good practices. During the selection of countries, due attention will be paid to the fact that the sample of countries reflects diversity of countries, regional distribution, size, level of their involvement in the mainstreaming of the Decent Work Agenda.
27. Electronic surveys at the country level to UNCTs and resident coordinators of a select group on information regarding their level of awareness on DWA and involvement in the preparation of UNDAF/DWA.
28. An internal peer review method will be used to solicit comments from the JIU Inspectors (collective wisdom) on the draft report. The report will then be circulated to the organizations for correction of factual errors and to make substantive comments on the findings, conclusions and recommendations.
29. It is planned that an advisory group will be constituted to provide substantive and strategic advice to the team on key pieces of its work such as brainstorming on conceptualization, advice/comments on the inception paper, comments on the preliminary findings and the draft report. Members of the Group will be selected from senior experts dealing with the Decent Work Agenda as well as from experts in evaluation and theoretical experience in United Nations or academic institutions. They will participate in the Group in their personal capacity.

VII. QUESTIONNAIRES/MISSIONS/INTERVIEWS

30. The team will conduct in-person interviews with key stakeholders in the headquarters locations of the JIU participating organizations in Bern, Geneva, New York, Rome and Vienna. Some other stakeholders (regional commissions and offices away from headquarters) will be interviewed through videoconferences. The team will also conduct country visits to four or five selected countries to be identified in the inception paper.

VIII. EXPECTED OUTPUT(S)

31. The expected output is a report/note containing key findings, conclusions and recommendations to be completed by February 2015 in time for its consideration at the 103rd session of the International Labour Conference in June 2015 as well as for the General Assembly and other legislative and governing bodies of the United Nations system organizations under the scope of this review.

X. MAJOR MILESTONES

Yardstick phase	Outputs	Estimated Date
Phase 1: Planning and preparation	Draft terms of reference Notification letter Data collection instruments Preliminary inception report	End April 2014
Phase 2: Data collection and analysis	Refinement of inception report Content analysis of additional documents Questionnaires Development of interview guides Brainstorming (optional) Missions — interviews	May 2014-early September 2014
Phase 3: Output preparation and phase pause	Report/note outline Draft report Collective wisdom External comments	Mid-September to end-November 2014
Phase 4: Finalization	Comments table Finalization of report/note taking into consideration external comments (silent) collective wisdom	December-January 2014
Phase 5: Report dissemination	Final report/note Press release JIU website Electronic copy in JIU website Pdf electronic copy and print copies in all official languages sent to participating organizations Presentation of report to legislative bodies	End-January 2015 and based on editing and translation

Annex II: List of stakeholders interviewed

	New York	
1.	Jane Stewart	ILO Special Representative to the United Nations and Director
2.	Amber Barth	Programme Officer, ILO
3.	Sarah Gammage	UN-Women Economic Empowerment Section Policy Adviser in Economic Institutions
4.	Rania Antonopoulos	UN-Women Economic Empowerment Section Policy Adviser in Macroeconomics
5.	Phyllis Lee	CEB Secretary of HLCP
6.	Ken Herman	CEB Senior Adviser on Information Management Policy Coordination
7.	Cheryl Stafford	CEB Programme Officer
8.	Gerald Daly	UNDG/DOCO Policy Adviser Programming, Business Operations and Joint Funding
9.	Henk-Jan Brinkman	Peacebuilding Support Office, Chief, Policy, Planning and Application Branch (PPAB) United Nations
10.	Amr Nour	Regional Commission New York Office, United Nations
11.	Wenyan Yang	Chief, Social Perspectives on Development Branch, DESA/Commission on Social Development, DSPS, United Nations
12.	Marta Roig	Senior Social Affairs Officer, DESA/Commission on Social Development, DSPS, United Nations
13.	H.E. Csaba Korosi	Co-Chair of the Open Working Group of SDG post-2015, Ambassador of Hungary to the United Nations
14.	Alexandra Yuster	Associate Director, UNICEF
15.	Jennifer Yablonski,	Social Protection Specialist, UNICEF
16.	Michael Herrmann	Senior Adviser, Population and Development Branch — Technical Division, UNFPA
17.	Natalia Dinello	Adviser, Strategy Policy and Standards Branch, Programme Division, UNFPA
18.	Stefan Schweinfest	United Nations Secretariat/Statistical Commission, Director, Statistics Division, DESA
19.	Degol Hailu	Policy Adviser, Bureau for Development Policy, Poverty Group, UNDP
20.	Emiliana Zhivkova	Special Assistant to the Deputy Assistant Administrator and Deputy Director, Bureau of Management, and JIU Focal Point, UNDP
21.	Almudena Fernandez	Policy Specialist, Poverty Practice, UNDP
22.	Madhushree Chatterjee	Officer-in-Charge, Strategic Planning Unit, DESA, United Nations
23.	Haitian Lu	Chief of Staff, DESA, United Nations
	Geneva	
24.	Margaret Mottaz - Shilliday	Senior Administrator, Multilaterals Cooperation Department, ILO
25.	Ana Teresa Romero	Deputy Director, Multilaterals Cooperation Department, ILO
26.	Stephen Pursey	Director, Multilaterals Cooperation Department, ILO
27.	Guy Thijs	Director of Evaluation, ILO
28.	Carla Henry	Senior Evaluation Officer, ILO
29.	Lilit V. Melikyan	Consultant, ILO Outcome 19 Evaluation Report
30.	Xavier Orellana	UN Cares Officer, UNAIDS
31.	Beth Magne Watts	Senior Governance Adviser, UNAIDS
32.	Marie Engel	Senior Adviser, UNAIDS
33.	David Chipanta	Senior Adviser, Social Protection, UNAIDS

34.	Jason Sigurdson	Senior Governance Adviser, UNAIDS
35.	Betsy Lippman	Chief of Section, Operations Solutions and Transitions, Division of Programme Support and Management (DPSM), UNHCR
36.	Anas Roudies	Senior Livelihoods Officer, Operations Solutions and Transitions Section, Division of Programme Support and Management (DPSM), UNHCR
37.	Jakob Oster	Associate Livelihoods Officer, UNHCR
38.	Alexandra McDowall	UNHCR
39.	Ivan Ivanov	Team Leader, Workers Health and Occupational Health, WHO
40.	Daniel E. Lopez Acuna	Director, Country Cooperation and Collaboration with United Nations System, WHO
41.	Joseph Douglas Jutzin	Coordinator, Health Financing Policy, WHO
42.	Bernard Tomas	from Strategic Planning on behalf of Director PRP, WHO
43.	Manuela Tomei	Director of the ILO Conditions of Work and Equality Department
44.	Anita Amorim	Senior External Relations Specialist: South-South and United Nations Affairs (ILO)
45.	Raky Kane	Senior External Relations Specialist (ILO)
46.	Githa Roelans	Head, Multinational Enterprises and Enterprise Engagement Unit (ILO)
47.	Cecilia Mackenna	Office of the Director-General (ILO)
48.	Shengjie Li	Office of the Director-General (ILO)
49.	Alice Ouedraogo	Chief, HIV/AIDS and the World of Work (ILOAIDS)
50.	Rafael Diaz de Medina	Chief Statistician and Director, Department of Statistics (ILO)
51.	Jose-Manuel Salazar	Executive Director, Employment Sector (ILO)
52.	Aurelio Parisotto	Senior Economist, Policy Integration Department (ILO)
53.	Simon Steyne	Head of Social Dialogue and Partnerships, International Programme on the Elimination of Child Labour (ILO)
54.	Valerie Schmitt	Social Security Specialist (ILO)
55.	Isabel Ortiz	Director, Department of Social Protection (ILO)
	Rome	
56.	Arif Husain	Chief Economist and Deputy Director , Head of Strategic Planning Office, Policy Programming and Innovation Division (OSZ), Strategic Planning, WFP
57.	Niels Balzer	Programme Policy Officer, WFP
58.	Sarah Grundahl	Programme Consultant, WFP
59.	Peter Rodrigues	Chief, School Feeding, WFP
60.	Charlotte Cuny	Policy Officer School Feeding, WFP
61.	Alexandra Ji Yen Tung	Consultant, Nutrition Advisory Office, WFP
62.	Ken Davies	Global P4P Coordinator, Purchase for Progress, WFP
63.	Boyd Haight	Director, Office of Strategy, Planning and Resources Management (OSP), FAO
64.	Jomo Sundaram	Assistant Director-General, Coordinator for Economic and Social Department, FAO
65.	Mark McGuire	Programme Coordinator, Economic and Social Department, FAO
66.	Rob Vos	Director, Social Protection Division, FAO
67.	Peter Wobst	Senior Economist, FAO
68.	Bernd Seiffert	Rural Livelihoods Officer, Child Labour, FAO
69.	Elisenda Estruch	Labour Economist, FAO
70.	Ileana Grandelis	Rural Employment Officer, FAO
71.	Alexandra Zamberlin	Programme Officer, Office of Support to Decentralization, FAO

72.	Fernanda Guerrieri	Assistant Director-General, Director, Cabinet Office of the Director-General, FAO
73.	Maria Helena Semedo	Deputy Director-General, FAO
74.	Daniela Kalikoski	Fishery Industry Officer, FAO
75.	Elisabetta Tagliati,	Programme Officer, FAO
76.	Ekaterina Krivonos	Economist, FAO
77.	Nora Kokanova	Rural Employment Officer, Social Protection Division, FAO
78.	David Neven	Marketing Economist, Market Linkages and Value Chains Group, Rural Infrastructure and Agro-Industries Division, FAO
79.	Florence Tartanac	Senior Officer, Market Linkages and Value Chains Group, Rural Infrastructure and Agro-Industries Division, FAO
	Vienna	
80.	Kazuki Kitaoka	Strategic Planning Officer, Strategic Planning and Coordination Group (Report Focal Point), UNIDO
81.	Joaquin Fuentes Cardona	Strategic Planning Expert, UNIDO
82.	Shyam Upadhyaya	Unit Chief and Deputy to the Director, Statistics Unit, UNIDO
83.	Miroslav Pinak	Head, Radiation Safety and Monitoring Section, Department of Nuclear Safety and Security, IAEA
84.	Zhen Wang for Ms. Amita Misra	Regional Programmes and Field Representation Branch, UNIDO
85.	Petra Schwager	Industrial Development Officer, Cleaner and Sustainable Production Unit and Gender, UNIDO
86.	Monica Carco	Unit Chief, Investment and Technology Unit, Youth Employment, UNIDO
87.	Matteo Landi	Industrial Development Expert, PTC/BIT, UNIDO
88.	Gerardo Pataconi	Unit Chief, Clusters and Business Linkages Unit, UNIDO
89.	Ilias Chatzis	Chief, Human Trafficking and Migrant Smuggling Section, Division for Treaty Affairs, UNODC
90.	Jo Dedeayne	Chief, Secretariat to the Governing Bodies, CND (UNODC)
91.	Gautam Babbar	Project Coordinator, Strategic Planning Unit, Division for Policy Analysis and Public Affairs, UNODC
92.	Stefano Polacco	Director, Strategic Planning Unit, Division for Policy Analysis and Public Affairs, UNODC
93.	Tullio Santini	Chief, Regional Section for Latin America and the Caribbean, Division for Operations, UNODC
94.	Kristian Hoelge	Programme Management Office, Regional Section for Latin America and the Caribbean, Division for Operations, UNODC
95.	Jorge Rios	Chief, Sustainable Livelihoods Unit, UNODC
	Buenos Aires, Argentina	
96.	Rene Mauricio Valdes	United Nations Resident Coordinator
97.	Jessica Braver	Assistant to the Resident Coordinator
98.	Alberto A. Stella	Director, UNAIDS Argentina
99.	Fabio Bertranou	Officer-in-Charge, ILO
100.	Alejandra Pangaro	Programme Officer, ILO
101.	Benigno Rodriguez	Deputy Resident Representative, UNDP
102.	Jimena de Leon	Coordinator, Inclusive Development Cluster, UNDP
103.	Flavio M. Fuentes	Democratic Governance Analyst, UNDP
104.	Marcela Inés Salvador	Social Protection Specialist, World Bank
105.	Lucila A. Rosso	General Director for International Cooperation, Ministry for Foreign Affairs

106.	Francisco Yofre	Assistant Representative, Programmes, FAO
107.	Manuela Thourte	Protection Specialist, UNICEF
108.	Humberto Montiel	Acting Country Director, WHO/PAHO
109.	Alejandro Gherardi	Adviser, Health Systems and Services, WHO/PAHO
110.	Deborah Yanco	Human Resources for Health, WHO/PAHO
111.	Marta Novick	Under-Secretary of Labour Studies, Ministry of Labour, Employment and Social Security
112.	Silvia Pozzan	Principal Professor, Consejo Nacional de Investigaciones Cientificas y Tecnicas (CONICET)
113.	Marcio Alazraqui	Researcher, University Nacional de Lanus
114.	Sebastian Garcia Martinez	Departamento de Salud Comunicatoria, Universidad Nacional de Lanus
	Montevideo, Uruguay	
115.	Gonzalo Kmaid	Coordination Specialist, Resident Coordinator's Office
116.	Valentina Fernandez	Coordination Assistant, RCO
117.	Aldo Garcia	Deputy Resident Representative, UNDP
118.	Paola Veronelli	Senior Programme Officer, UNDP
119.	Virginia Varela	Programme Analyst, UNDP
120.	Magdalena Furtado	Gender Specialist, UN-Women
121.	Pilar Urraburu	Administrative and Finance Assistant, UN-Women
122.	Enrique Deibe	Director, ILO Inter-American Centre for Knowledge Development in Vocational Training (ILO/CINTERFOR)
123.	Fernando Casanova	Programme Officer, ILO
124.	Vincente Plata Suiffet	Officer-in-Charge and Assistant Representative for FAO Programmes in Uruguay
125.	Alba Goycochea	Officer-in-Charge, IOM
126.	Paolo Mefalopoulos	UNICEF Uruguay Representative
127.	Mariela Solari	Social Area Adviser, Agencia Uruguaya de Cooperación Internacional (AUCI)
	Santiago, Chile	
128.	Jürgen Weller	Officer-in-Charge, Economic Development Division, ECLAC
129.	Sonia Montaña	Director, Gender Affairs Division, ECLAC
130.	Raúl García-Buchaca	Director, Programme Planning and Operations Division, ECLAC
131.	Mario Castillo	Chief, Unit of Innovation and New Technologies, Division of Production, Productivity and Management, ECLAC
132.	Valeria Jordan	Economic Affairs Officer, ECLAC
133.	Martin Hopenhayn	Director, Social Development Division, ECLAC
134.	Pascual Gerstenfeld	Director, Statistics Division, ECLAC
135.	Guillermo Miranda	Director, ILO Subregional Office for the Southern Cone
136.	Patricia Roa	Programming Officer, ILO Subregional Office for the Southern Cone
137.	Andrés Marinakis	Lead Specialist on Market Policies in Labour Institutions, ILO Sub-regional Office for the Southern Cone
138.	Eve Crowley	United Nations Resident Coordinator ad interim, FAO Deputy Regional Representative for Latin America and the Caribbean and FAO Representative in Chile (FAO)
139.	Alejandro Manon	Inter-agency Coordination Officer, Office of the Resident Coordinator, Chile
	Phnom Penh, Cambodia	
140.	Rith Vuthry	Deputy Secretary-General, CSC/CRDB, Council for the Development of Cambodia

141.	Chou Heng	Director of Policy Development, Council for the Development of Cambodia
142.	Samreth Chedthaphirum	Director of United Nations Agencies Aid Coordination Department, Council for the Development of Cambodia
143.	Tun Sophorn	National Coordinator for Cambodia, ILO
144.	Benjamin Rutledge	Coordinator, Land and Housing Rights Unit, OHCHR
145.	Gianpetro Bordignon	WFP Country Representative and Resident Coordinator Ad Interim
146.	Napolean Navarro	Deputy Country Director, UNDP
147.	Kuntheara Tep	Governance and Social Dialogue, UNDP
148.	Marisa Foraci	Social Protection, UNDP
149.	Kiros Beyene	Employment Creation and Enterprise Development — HDR, UNDP
150.	Solim Ly	Operations Manager, UNFPA
151.	Sun-Ah Kim	Deputy Representative, UNICEF
152.	Phok Sophea	Child Protection Officer, UNICEF
153.	Socheath Heng	National Programme Manager — WEE, UN-Women
154.	Jenna Holliday	Strategic Planning and Communications Specialist, UN-Women
155.	Henrik Axelsen	Health Financing Adviser, WHO Western Pacific Region, Representative Office in Cambodia
156.	Neak Samsen	Poverty Economist, World Bank
157.	Simet Bang	Acting Country Manager, Supports Education Sector, World Bank
158.	Philippe Delanghe	Culture Programme Specialist, UNESCO
159.	Rebecca Black	Director, USAID
160.	Phalla Hem	Executive Associate to the United Nations Resident Coordinator/UNDP Resident Representative, Office of the Resident Coordinator
161.	Claire Van der Vaeren	United Nations Resident Coordinator
	Lusaka, Zambia	
162.	Martin Clemensson	Director, ILO Country Office for Zambia, Malawi and Mozambique
163.	Anjali Patel	ILO Zambia
164.	Trevor Kaunda	Permanent Secretary, Ministry of Labour and Social Security, Zambia
165.	Cecilia Mulindeki Karenga	Labour Commissioner, Ministry of Labour and Social Security, Zambia
166.	Peggy Mlewa	Director Planning and Research, Ministry of Labour and Social Security, Zambia
167.	Felisian Ngosa	Chief Inspector of Factories, Ministry of Labour and Social Security, Zambia
168.	Bridget Mkugamba	Director of Productivity, Ministry of Labour and Social Security, Zambia
169.	Chanda Stella Nyonda	Director of Human Resources and Administration, Ministry of Labour and Social Security, Zambia
170.	Victor M. Chkacanga	Principal Social Security Officer, Ministry of Labour and Social Security, Zambia
171.	Gregory Chanda Chilufya	Assistant Representative-Programme, FAO
172.	Hamid El-Bashir Ibrahim	UNICEF Country Representative, Zambia
173.	Paul Quarles Van Ufford	Chief, Social Policy and Economic Analysis, UNICEF
174.	Chinwe Ogbonna	Deputy Representative, UNFPA
175.	Sibeso Mululuma	UNFPA

176.	Janet Rogan	United Nations Resident Coordinator
177.	Harald Mannhardt	Head of Programme, Purchase for Progress, WFP
178.	Tobias Mulimbika	Director, Ministry of Commerce, Trade and Industry
179.	Gladys B. Banda	Economist, Ministry of Commerce, Trade and Industry
180.	Laura Lo Castro	Country Representative, UNHCR
181.	Mike Soko	UNDP
182.	Stephen Mbewe	Deputy Director, Economic Modelling and Forecasting, Economic Management Department, Ministry of Finance and National Planning, Zambia
183.	Stephen Mukumbuta	Senior Programme Officer, WFP
	Chisinau, Moldova	
184.	Nicola Harrington-Buhay	United Nations Resident Coordinator, Moldova
185.	Irina Apostol	Office of the United Nations Resident Coordinator, Moldova
186.	Oxana Lipcanu	National Coordinator, ILO
187.	Ion Bulgac	Migration and Development Assistant, Department of Migration and Development, IOM
188.	Simion Terzioglo	National Programme Coordinator, IOM
189.	Audrei Lutenco	Project Development Assistant, Prevention and Protection Programme, IOM
190.	Alexandru Sofroni	Repatriation/Database Specialist, IOM Prevention and Protection Unit, IOM
191.	H.E. Valentina Buliga	Minister of Labour, Social Protection and Family, Republic of Moldova
192.	Paulina Tudos	Deputy Head, International Relations and European Integration, Ministry of Labour, Social Protection and Family
193.	Gheorghe Sircu	Head of Direction of Wages Policy, Ministry of Labour, Social Protection and Family
194.	Artiom Gusan	Head of Unit, Health and Security at Work, Ministry of Labour, Social Protection and Family
195.	Gilca Victor	Head, Pensions and Indemnities Division, Ministry of Labour, Social Protection and Family
196.	Doru Carolina	Head, Unit of Labour Relations and Social Partnership, Ministry of Labour, Social Protection and Family
197.	Cojocari Zoia	Department of Human Resources and Employment Policy, Ministry of Labour, Social Protection and Family
198.	Claude Cahn	Human Rights Adviser, Office of the United Nations Resident Coordinator, OHCHR
199.	Svetlana Plamadeala	National Programme Officer, UNAIDS
200.	Jarno Habicht	Representative/Head of Country Office, WHO
201.	Silviu Cioanu	Public Health Officer, WHO
202.	Dejan Mincic	Deputy Representative, UNICEF
203.	Narine Sahakyan	Deputy Resident Representative, UNDP
204.	Doina Munteanu	Programme Specialist, Local/Regional Development and Confidence-Building Cluster, UNDP
205.	Nadja Veters	Portfolio Manager/Cluster Lead, Environment and Energy, UNDP
206.	Alla Skvoztova	Democratic Governance Cluster Leader, UNDP
207.	Valeria Ieseanu	Portfolio Manager, Local and Regional Development, UNDP
208.	Alex Oprunenco	Policy Specialist, Policy Analysis and Support, UNDP
209.	Ian McFarlane	Representative for Republic of Moldova, Country Director for Albania, UNFPA

210.	Boris Gilca	Assistant Representative, UNFPA
211.	Octavian Mohorea	Head of National Office, UNHCR
212.	Dinu Lipcanu	Associate Administrative/Programme Officer, UNHCR
213.	Veronica Sandu	Social and Economic Policy Specialist, UNICEF
214.	Ina Tcaci	National HIV/AIDS Officer, UNODC
215.	Corneliu Eftodi	Head of Programme Unit, UN-Women
216.	Carolina Odobescu	Country Officer, World Bank
217.	Diana Calugher	Resource Management Analyst, World Bank
218.	Marcel Chistruga	Economist, World Bank

Annex III: Evaluation questions

Evaluation criteria	Evaluation questions	Indicators	Source of information/Method to collect data
Effectiveness			
Overarching question	1. What is the level of awareness among UN system organizations of the Decent Work Agenda?	See below	See below
Sub-questions	1.1 How have participating organizations identified areas of interest from the DWA to their own work	Documents which include reflection and analysis on identifying relevant parts of the DWA to their own ongoing work/mandates	Self-assessment based on CEB toolkit or other similar document. Instrument to be developed to check whether self-assessment identifies areas of work for the organization to mainstream decent work
	1.2 What measures were taken by the organizations to communicate the identified areas of work that could benefit from a decent work lens? Did this communication include the need to collaborate/cooperate with other UN organizations or external partners?	-No. of opportunities to communicate the identified areas of work such as via training, seminars, lunch-time seminars, information exchange -No. of written communications on topic from senior management -No. of written communications which includes the need to collaborate/cooperate with UN system and external partners -Documents outlining efforts taken to raise awareness of staff	Questionnaires and documentation from organizations on written materials
	1.3 Were any of these efforts documented? What were some difficulties faced in attempting to raise further awareness on DWA in their organizations?		Questionnaire + interview questions
	1.4 What is the level of visibility and knowledge regarding DWA, including DWCPs among UN system partners at the country level?	-No. of UNCT members who are aware of what is contained in the DWA (four pillars) and/or the DWCP priorities for their particular country. - References in DWCP evaluations to knowledge and awareness of UN system	-Interviews with country-level staff -DWCP evaluations

		partners of the DWCP -No. of training courses held in the regions for the country staff on DWA	
Overarching question	2. To what extent has the Decent Work Agenda been reflected in HQ and national UNDAF-type strategies by UN system organizations?	See below	See below
Sub-questions	2.1 What references are there in the policies and strategic documents of the organizations as well as in UNDAF/UNDAP and other cooperation frameworks at country level relating to (any of) the 4 pillars of decent work?	-No. of times “decent work” is contained in corporate level or UNDAF policy documents to measure the buy-in of the UN system of the term decent work -No. of UNDAF and policies that note employment creation and enterprise development; social protection; standards and rights at work; governance and social dialogue	-Content analysis of documents of policymaking bodies and of UNDAF -DWCP evaluations
	2.2 Are there any programmes/projects or proposals associated with decent work due to the mainstreaming of decent work	No. of programmes and initiatives including joint programmes decided at corporate level in support of the DW Agenda -No. of programmes and projects including joint programmes in the four selected countries that are related to the four pillars of decent work	-Programmatic documents approved at corporate level. -Mapping of all programmes and projects by the resident coordinator or the POs in the selected countries. Template for mapping to be developed -DWCP evaluations
	2.3 Have initiatives to decent work been increasing since 2008/2009 and 2012 or decreasing?	-No. of programmes/projects linked to decent work by year of funding	Mapping of all programmes and projects by year at the organization level and at country level in the four selected countries.
	2.4 Which measures were the most significant in supporting efforts at country level to mainstream DW		To answer the second objective of this review. See question 4 below and include this as a “domain”.
Relevance			
Overarching question	3. To what extent is the Decent Work Agenda relevant in the UN system organizations which have included/not included such goals in their strategic plan/development frameworks? If a UN system		

	organization has not included Decent Work Agenda in its policies and programmes, what are the reasons?		
Sub-questions	3.1 Is the relevance of DWA related to the mandate and size of the organization? How does this relate to the MDG?	<ul style="list-style-type: none"> -No. of organizations divided by self-reported mandate through self-assessments relating to MDG goals or other -Size of organization (budget) -No. of organizations who have worked on mainstreaming DWA as indicated by their completing the self-assessments - No. of countries in which DWCP priorities directly relate to the MDG goals (specification of exact DWCP priorities and the corresponding MDG goals and the No. of UN system organizations formally committed to the attainment of these specific MDG goals). 	<p>Self-assessments, CEB figures on either budget or size of the organization and list of organizations with a self-assessment.</p> <p>-DWCP evaluations on any information</p> <p>Cross check the three lists to see if there are any correlations between the variables.</p>
	3.2 In organizations which have undertaken no efforts to mainstream decent work, what are the reasons?		Interview question on reasons including any obstacles and whether it is in line with their mandate
Over-arching question	4. What were the most significant changes (at organization and country levels) as a result of efforts to implement the ECOSOC resolution in connection to full and productive employment and DW for all?		I would like to suggest utilizing an adapted form of the “most significant change” technique to look at this question. It would start with the team asking the interviewees: What do you think was the most significant change in X (interorganizational cooperation)? With predefined domains and collecting stories to find the most significant change that comes through across the organizations.
Sub-questions	4.1 To what extent did DWA receive attention, if any by the governing bodies due to the ECOSOC resolution?	No. of deliberations or decisions that can be considered as a response to ECOSOC resolution.	Content analyses of governing bodies documents and interviews

	4.2 To what extent did senior managers focus on DWA? Has the executive management showed any commitments towards DWA in their communication to governing bodies or middle-level management?		
	4.3 Were new projects or the planning tools prepared or announced in line with the CEB toolkit? When?		
	4.4 What kind of changes took place in inter-organizational cooperation?	No. of joint website, joint publications, jointly organized programmes, workshops, training or other events.	
Coherence			
	5. Are the actions and efforts taken at organization (corporate/HQ) and national levels coherent with each other?		
	5.1 Is the understanding of DWA the same across the organizations?	Self-assessments	
	5.2 Are the same elements (pillars) of DWA found across the organizations	Organizational policies and communication on DWA	Content analysis of policies for (1) which pillars are represented (2) language/message of importance on DWA in the policies (3) which pillars are most represented across organizations -DWCP evaluations
	5.3 To what extent do decisions and policies taken at HQ level on DWA reflect/trickle down to the country level?	-Policies and other relevant docs on DWA issues from HQ -Instructions issued to the field on DWA -No. of countries in which the country-level toolkit was utilized No. of country-level programmes reflecting DWA after the issuance of the instructions -No. of UNDAF which contain DWA (could not solely be due to HQ instructions)	Content analysis (Contribution problem with the last indicator.) -Interviews at HQ and field level -DWCP evaluations
Sustainability			
Overarching question	6. Have the UN system organizations managed to work on mainstreaming the Decent Work Agenda and utilized the toolkit developed in a continuous		

	and sustainable way?		
Sub-questions	6.1 What role did CEB and HLCP play in following up on implementation of the ECOSOC resolution? Did they play a role in following the overview and monitoring its implementation?	-No. of times DWA on agenda of CEB and HLCP -Monitoring information collected by CEB/HLCP on implementation and progress of DWA	-Interviews with CEB and HLCP -Agenda of CEB/HLCP and minutes of the meetings
	6.2 What has happened to the system-wide action plan (SWAP) on DWA 2015? Who, in the opinion of the respondent, was responsible for coordinating this effort?	-Existence of UN SWAP on DWA 2015 -Or the efforts undertaken to develop the SWAP DWA	-SWAP or similar document -Interviews
	6.3 What is the use of the Knowledge Sharing Platform (KSP) especially in terms of 2007/2008 versus the last year?	- Users experience and challenges in using the KSP -No. of active logins to KSP in 2008 versus 2013 -No. of new user registrations in 2008 versus 2013	-Interviews with POs -Login information from KSP from ILO -New registrations in KSP from ILO
	6.4 What are some of the reported challenges in working on the DWA in a continuous way?		-Interview question
	6.5 What are examples of partnerships/joint programmes and any other forms of collaboration between UN entities in furthering DWA, including opportunities and challenges faced?	- No. + elaboration of references to collaboration between UN entities in furthering DWA in DWCP evaluations and UNDAFs	- DWCP evaluations + UNDAFs
	6.6 Do DWCP evaluations/reviews make any references to the utilization of the CEB <i>Toolkit for Mainstreaming Employment and Decent Work</i> at the country level?	- No. + elaboration of references to CEB <i>Toolkit for Mainstreaming Employment and Decent Work</i> at the country level in DWCP evaluations and UNDAFs	-DWCP evaluations + UNDAFs
Good practices and challenges	7. What are some good practices of countries where the UN system mainstreamed decent work in UNDAF and implemented the Decent Work Agenda in their country activities?	Collection mainly through interviews	-Interviews -DWCP evaluations
	7.1 What were some of the challenges at both HQ and country level in working on DWA/mainstreaming DWA?	Collection mainly through interviews	-Interviews -DWCP evaluations

Annex IV: Questionnaire sent to participating organizations



JOINT INSPECTION UNIT
of the United Nations System

Project title:	Review of system-wide implementation of full and productive employment and decent work for all as called for by ECOSOC (resolutions 2007/2 and 2008/18).
Coordinator:	Inspector Istvan Posta
Co-author:	Inspector Sukai Prom-Jackson
Evaluation and Inspection Officer:	Ms. Naomi Asukai Mr. Numayr Chowdhury
Research Assistant:	Ms. Vicki Mitchell
Questionnaire to be returned to e-mail address:	nasukai@unog.ch nchowdhury@unog.ch vmitchell@unog.ch
Deadline	12 June 12 2014

PLEASE INSERT NAME OF YOUR ORGANIZATION

- In your organization's opinion which of the four pillars of decent work is relevant to your organizational mandate? (Please check all which you believe apply and elaborate if necessary)
 - 1: Employment creation and enterprise development
 - 2: Social protection
 - 3: Standards and rights at work
 - 4: Social dialogue and governance

Comments:

- Have you utilized the CEB *Toolkit for Mainstreaming Employment and Decent Work* for your work? In what area and how did you utilize the toolkit? (The toolkit was endorsed by all members of CEB in April 2007 following ECOSOC resolutions 2007/2 — The role of the United Nations system in providing full and productive employment and decent work for all (17 July 2007)
- Did your organization conduct any awareness-raising initiative to promote the use of the toolkit or any aspect of decent work when it was formally endorsed and launched in 2007 or after?
 - Yes
 - No

Comments:

4. Did your organization develop an action plan/strategic plan at HQ and country levels as called for in ECOSOC resolution 2007/2 and endorsed by all members of CEB? If yes, please attach. If no, please explain why this was not developed. If policies and strategic plans were developed on mainstreaming decent work, what modalities were used to communicate this to the country office level? Were training courses undertaken to support this?
5. Was your organization a participant of the Knowledge-Sharing Platform on decent work? If yes, how did you participate in the platform? Do you see any use in continuing its operation? If no, why did your organization not participate in it?
6. Did your organization conduct any of the following activities relating to decent work either on its own or jointly with another UN system organization?
 - Participation in the development of a system-wide action plan (SWAP) on Decent Work, please explain your organizational involvement such as specific projects implemented or planned as a consequence of SWAP
 - Development of policy briefs, research papers linking areas of your mandate and decent work? How did your organization communicate the developed products at HQ, regional and country levels?
 - Training on decent work issues organized for HQ and field office staff, please explain
7. Please provide any good examples of your organization mainstreaming decent work into your organization's activities. Can you mention any country where your field office was particularly successful in promoting decent work at country level?
8. Do you feel that your organization has been successful in mainstreaming decent work into your organizational activities? If yes, what would be the most important factors that create an enabling environment to do so? If you feel your organization was not successful in mainstreaming decent work, why do you believe this was the case? Please list the biggest challenges and obstacles you faced.
9. Can you comment on the contribution of your organization to the Global Jobs Pact and Social Protection Floor initiatives? To what extent can they relate directly to the pillars of DW?

10. The team would like to assess at which level your organization has been able to mainstream decent work elements into the work of your organization, please answer the following questions:

Question	Organization answers	Organization comment on qualifying conditions (please include here any comments you wish to make regarding your answer in the column to the left. For example you may wish to inform JIU that your organization did not engage in the issues mentioned due to either: (1) lack of mandate and decision from your GB/LG/EB on this matter (2) financial constraints (3) lack of human resources to carry out (4) another organization had already produced/worked on the item (5) other
10.1 Were any actions taken to increase the awareness of management and staff on DW? Has your organization assessed (undertake staff surveys, focus group discussions, etc.) the awareness of your staff /management as regards issues relating to DW?		
10.2 Has your organization identified in your policies and strategic documents activities which could be linked and/or contribute to the promotion of the four pillars of DW?		
10.3 Did your organization develop programmes, projects or activities relating to decent work alone ? Please list or elaborate		
10.4 Did your organization develop guidelines to incorporate DW elements into your activities? (sectoral specific or more general guidance or guidelines), please list. Were these materials formally approved to be systematically promoted in the programmatic activity of the organizations' departments and country office. What modalities were used to communicate this to the country offices level? Were training courses undertaken to support this? Please elaborate		

10.5 If your organization did develop guidance/recommendations, how did your organization promote the utilization of the guidance materials? Was there a mechanism to monitor whether new programmes or initiatives took into consideration DWA elements?		
10.6 Did your organization develop programmes, projects or activities relating to decent work jointly with other UN system organizations? Please list or elaborate		
10.7 How did your organization promote DWA and cooperation on DWA-related elements through Common Country Programme Documents (CCPDs) (particularly UNDAFs) for country-level cooperation among UNCT members?		
10.8 How many of the above-mentioned programmes/projects relating to DWA which were developed have been monitored and evaluated? Please list the evaluations conducted on DWA-related programmes and projects.		
10.9 What kind of knowledge management practices were implemented on collecting and sharing good practices relating to mainstreaming decent work in your organization?		
10.10 Were any focal point persons or departments identified as resource persons within an organization aware of decent work and who can provide advice to colleagues? Were any financial and human resources set aside by senior managers to work on DWA? Please list the focal persons or resources made available.		

Annex V: Questionnaires sent to regional commissions

Economic and Social Council resolution 2007/2 on the role of the United Nations system in providing full and productive employment and decent work for all (17 July 2007) called upon the regional commissions to consider how their activities contribute or could contribute to the goals of full employment and decent work for all.

1. Did your regional commission receive any guidance, guidelines or instructions from headquarters regarding efforts that should be taken to mainstream decent work in your plans and activities? Please provide specific documentation.
2. To support organizations to identify possible areas that could contribute to or to mainstream decent work in their plans, programmes and activities CEB developed and endorsed a toolkit entitled, *Toolkit for Mainstreaming Employment and Decent Work*. Has your regional commission utilized the toolkit at the regional level?
3. Did the regional commission take into account decent work in programming for the regional level?
4. Did the regional commission undertake any concrete assistance on decent work-related activities such as the production of guidelines, research papers/briefs and advocacy and training (either at the regional or country level)? If yes, please provide the related documents and links. Please do not include documents which were published by headquarters.
5. What is the support, if any, your regional commission provided, possibly through UNCTs, on mainstreaming decent work particularly on the development of UNDAFs? Please list any examples and provide us with related documentation.
6. Could you share with us any good examples/practices of mainstreaming decent work undertaken by your regional commission at the regional level or in one of the countries in your region? Please provide any related documentation as relevant.
7. Would you say that decent work is an important issue with the Member States in your region? Is it considered high on the agenda?

Annex VI: Questionnaire for resident coordinators

Summary of survey results for United Nations resident coordinators (RC)

Survey sent out to 134 RCs
 Maximum responses received: 47 (35%)
 Unresponded: 87

Q1 Years of service as a United Nations resident coordinator

Among 47 respondents, already 83 per cent served as RC in 2013, 53 per cent in 2012, 51 per cent in 2011 and 43 per cent in 2010 and 19 per cent in 2007. So, 19 per cent of RCs have been in position since the specific decent work mainstreaming efforts took place but they worked in different regions and/or countries.

Q2 Region of current assignment as resident coordinator

Among 47 respondents, RCs from the Arab States and Latin America represent 26 per cent each, Europe and Commonwealth of Independent States (CIS) 21 per cent. African responses constitute 17 per cent and those of Asia and the Pacific 11 per cent. Taking into account the number of RC offices in different geographical regions, the survey responses from the Arab, European and CIS and Latin American regions are overrepresented while African and Asian responses are underrepresented compared to their weight in the overall population of the survey.

Q3 Development status of your country of assignment

Among the respondents, 23 per cent were from least developed countries, 43 per cent from lower and lower middle-income countries, 34 per cent from upper middle and high-income countries.

Q4 Own understanding of the concept of decent work (DW):

Only 31 out of the 47 respondents gave answers and with the exception of eight, the answers contained the basic elements of the decent work definition used by ILO. Most responses regarded decent work as productive work that respected worker's rights, had fair remuneration, and conditions of freedom, quality, security, social protection and dignity for the worker and their families.

Q5 Awareness of the 2006 ECOSOC ministerial declaration (and the corresponding ECOSOC resolutions — 2007/2, 2008/18)

A total of 61 per cent of the respondents were aware; 39 per cent were not.

Q6 Mainstreaming DW based on JIU definition

Twenty out of 47 respondents (53 per cent) thought it was moderately mainstreamed, 11 per cent thought it was highly mainstreamed, 34 per cent considered it minimally or not mainstreamed.

Q7 Receipt of any directives, recommendations or guidance from entities to prioritize the incorporation of one or more of the strategic objectives of DW into the priorities and programming activities of UNCTs

Among 38 respondents, overall, data does not show how many received guidance or not. But broken down, among those who received guidance and directives, 28 RCs (74 per cent) received it from an individual United Nations agency — 76 per cent of those said they received it from ILO (19 out of 25 respondents). The second highest provider of any directives was UNDOCO at 45 per cent receipt among respondents while directives from a regional commission and the host country trail each other at 11 per cent (4 out of 38 respondents) and 16 per cent (6 out of 38 respondents) respectively.

Q8 Receipt of any training or guidance during the Resident Coordinator Induction Programme on the Decent Work Agenda from ILO

Only 11 per cent (4 out of 38 respondents) received any training or guidance on DW during their RC Induction Programme.

Q9 If yes, extent of usefulness of such training/guidance to understanding the DW Agenda as regards its application to the country of assignment

Among those 11 per cent who received DW guidance during the RC Induction, a staggering 50 per cent found it only minimally useful while those who found it both highly and moderately useful are split at 25 per cent.

Q10 Receipt of any additional training or attended any briefing sessions or learning events in the realm of DW following appointment as resident coordinator apart from the Resident Coordinator Induction Programme

Not a single RC indicated that he/she had received additional training on DW following the RC induction training.

Q11 Which entities organized any DW training, learning events or briefing sessions?

According to the respondents among the six supposed training providers listed, the ILO country office provided the most training at 34 per cent followed by the ILO Regional Office at 32 per cent. Other United Nations training institutes provided similar at 16 per cent, followed by UNDOCO at 13 per cent. A mixed list (ILO, UNAIDS and UNDP) of other United Nations agencies provided training at 9 per cent and 8 per cent of responses indicated training from the regional commissions.

Q12 Number of training/learning events and briefing sessions relating to DW in which RCs have participated

Among 38 respondents, 50 per cent did not participate in any such event, while another 48 per cent participated in 1-3 such events during their RC posting.

Q13 Has RCO organized any training activities for UNCT members on DW?

A high 87 per cent (33 out of 38) of respondents said the RC has not organized any DW training activity.

Q14 Are you aware that ILO has either presently or in recent years (2010-2013) had a Decent Work Country Programme (DWCP) in your country of assignment?

Only 68 per cent of respondents (26 out of 38) were aware of a DWCP in their country of assignment. A total of 32 per cent were not aware of it.

Q15 Familiarity of RCs with the priorities outlined in the DWCP for the country of assignment

Among 26 respondents, 73 per cent were familiar with the DWCP priorities in their country of assignment.

Q16 Are the priorities outlined in the DWCP (for your country of assignment) relevant to the work of your UNCT?

Among 26 respondents, 59 per cent of RCs found the DWCP priorities relevant to the work of UNCT, followed by 31 per cent indicating it as only moderately relevant. One respondent found it minimally relevant while two respondents (8 per cent) did not know how to qualify it.

Q17 Inclusion of DW priorities/programmes/projects/activities in UNDAF or One Programme (for Delivering as One (DAO) countries) for the country of assignment

Twenty-seven out of 37 respondents (73 per cent) said the current UNDAF contained at least one DW pillar. Eleven per cent did not know.

Q18 Which of the four DW pillars are reflected in the UNDAF or One Programme (for DAO countries) for the country of assignment

Among the 27 respondents, 93 per cent said pillar 1 was reflected in the UNDAF, with pillar 2 trailing in second place with 89 per cent, and pillar 3 with 70 per cent and pillar 4 at 48 per cent.

Q19 Implementation: For each of the four DW pillars, which were undertaken by UNCT as part of UNDAF or One Programme implementation for the period 2007-2013?

Based on 27 responses, of the four pillars that were implemented, the highest was pillar 1 at 85 per cent, followed by pillar 2 at 71 per cent, pillar 3 at 67 per cent, and pillar 4 at 56 per cent.

Q20 A few of the most meaningful programmes/projects/activities undertaken in relation to the four decent work pillars between 2007-2013:

The responses to this open question list a large variety of projects and activity, by pillars we mention below the most common formulations from the responses:

Pillar 1	Pillar 2	Pillar 3	Pillar 4
General job creation, with focus on women, youth and slum dwellers; livelihood programmes, skills development, rural DW, and labour-market strategies	Social protection strategies, cash transfers	Violence against children, child labour	Gender equality in unions, general social dialogue

Q21 Relevance of each decent work pillar as regards the work of the United Nations country team in the country of assignment:

Among 34 respondents, pillars 1 and 2 were both perceived as highly relevant at 80 per cent.

Q22 Was the issue of DW raised as a priority during the preparation of the present UNDAF or One Programme (for DAO countries)?

Among 34 respondents, 59 per cent said the RC raised DW during the UNDAF planning process, while another 68 per cent said it was also raised by UNCT, and another 44 per cent by social partners, lastly followed by 35 per cent from the host country. But interestingly, 35 per cent did not know if the host government raised it as a priority with only 29 per cent categorically saying the government did not. Similarly, 41 per cent did not know if it was raised by social partners.

Q23 Possible explanations why one or some of the DW pillars are excluded in the present UNDAF or One Programme (for DAO countries) in the country of assignment:

- No clarity on cost and which population groups to focus on
- Strict UNDAF guidelines to limit number of desired outcomes left out DW priorities
- In 2009, the government and social partners were just starting to form a united DW approach and were not vocal enough to include it in the UNDAF (2010-2015)
- Job creation was included but not planned and structured à la-DW
- Limited presence or capacity of ILO in the country.

Q24 Have UNCT members undertaken any joint programmes in the sphere of decent work between the years 2007 and 2013?

Among 37 respondents, 38 per cent said DW-related joint programmes were undertaken between 2007 and 2013, but also almost similarly, 35 per cent said no joint programmes were carried out, while an alarming 27 per cent did not know whether any were undertaken at all.

Q25 The approximate —number of joint programmes undertaken by UNCT members in the country of assignment for the period 2007-2013:

Among all four pillars, 1-3 joint programmes on DW received the highest response with 71 per cent on pillar 1, 64 per cent for pillars 2 and 3, and 57 per cent for pillar 4. But this was followed by a high percentage across the pillars saying there had been no joint programmes – 35 per cent on social dialogue, equally 21 per cent for social protection and rights at work, and 14 per cent on employment creation. It is important to note that only 14 RCs out of a total of 47 overall respondents answered this question which raises questions on the statistical significance and reliability of the response results to this question.

Q26 The approximate percentage of the total number of DW-related joint programmes that exclude ILO as a participating entity (i.e. implemented by other United Nations agencies except ILO)

Of 14 respondents, 36 per cent said ILO was part of a 0-10 per cent range of participation in DW joint programmes, while almost 29 per cent said ILO was not part of it (75-100 per cent range). An equal percentage of respondents (14 per cent) thought ILO was not part of the joint programmes (25-50 per cent range). The low response rate on this question limits the usefulness of this response.

Q27 Has the implementation of any priorities/programmes/projects/activities outlined in the UNDAF or One Programme (for DAO countries) relating to the four DW pillars been reported in the Resident Coordinator Annual Report in any year between 2007 and 2013?

Among 37 respondents, 46 per cent said implementation of DW-related activities were reported in the UNDAF or One Programme between 2007 and 2013. A total of 38 per cent said it was not reported and 16 per cent (6 respondents) said they did not know.

Q28 Years in which implementation of priorities/programmes/projects/activities outlined in the UNDAF or One Programme (for DAO countries) of DW pillars was reported in Resident Coordinator Annual Report:

Seventeen respondents indicated that 2013 was the year DW-related implemented activities were reported most at 94 per cent, followed by 52 per cent in 2012, and 41 per cent in 2011. An increasing trend from just 5 per cent in 2007, and just 18 per cent in 2010 can be observed during recent years.

Q29 Appropriateness of the Resident Coordinator Annual Report (RCAR) as a medium to convey the outcome of collaborative initiatives undertaken by United Nations system entities (excluding ILO-only initiatives) as regards decent work

A total of 68 per cent of 38 respondents thought the RCAR was an appropriate medium to convey the outcome of collaborative initiatives on DW while 24 per cent did not. However, in the remarks serious concerns and problems were mentioned on whether the RCAR can be considered as a meaningful and substantial tool for reporting on DW programmes due to the changing reporting requirements formulated concerning the desired content of RCAR.

Q30 Challenges (if any) faced in reporting on the implementation of any priorities/programmes/projects/activities outlined in the UNDAF or One Programme (for DAO countries) relating to the DW pillars in the Resident Coordinator Annual Report

- Poor M&E from agencies, access to information
- Lack of baseline data and information, weak orientation and awareness of the staff
- Poor (if not lacking) ILO presence in the UNCT, especially during UNDAF formulation and M&E
- DW competes with other priorities and mainstreaming demands
- Poorly articulated linkage among the programmes linked to particular pillars and DW concept in general

Q31 RCs presently assigned to a Delivering as One (DAO) country

Among 37 RCs, 73 per cent of them are not assigned to a DAO country.

Q32 Extent (if any) of the Delivering As One (DAO) mechanism being conducive to furthering the mainstreaming of Decent Work by the United Nations system entities in your country of assignment?

Among a sample of 47, 10 RCs were from DAO countries. Among them, 60 per cent thought that DAO was highly and moderately conducive to mainstreaming, 30 per cent had no opinion and only 10 per cent (one respondent) said it was not conducive at all.

Q33 Organizations/entities who have played a key role to date in mainstreaming decent work-related projects/programmes/activities in the country of assignment:

Thirty-six respondents answered this question, of which 75 per cent said ILO played a key role in mainstreaming DW, followed by UNDP at 67 per cent, UNICEF at 39 per cent, UN-Women at 36 per cent, UNAIDS at 25 per cent, and FAO at 20 per cent. Among the regional commissions, ECLAC was the one that mainstreamed most at 17 per cent. This question allowed RCs to choose several agencies.

Q34 Perceptions on the key catalyst (if any) in furthering the mainstreaming of decent work by the United Nations system entities in the country of assignment?

From among 36 respondents, 53 per cent thought ILO served as a key catalyst in mainstreaming, followed by the UNDAF and One Programming at 14 per cent, yet 8 per cent did not know who had been a key catalyst at all.

Q35 Challenges faced by UNCT in mainstreaming decent work into its priorities and programming in your country of assignment

- Complex relationship with government and time-consuming UNDAF negotiations
- Agencies do not “feel” mandated or competent enough to implement DW due to limited interest from the host country authorities
- Limited commitment of the leadership to the subject
- Lack of M&E and baseline information
- Not all agencies are tripartite and engage social partners
- Weak ILO involvement and support as well as its limited in-country presence
- Lack of funding
- DWCP is isolated from the UNDAF
- Too many mainstreaming requirements and no global effort to bring the issue together
- Continued perception that it is a business for ILO

Q36 Opportunities that exist for the United Nations system at the country level to mainstream decent work more effectively

- UNCT establishing a results group and more information-sharing towards a more common approach to ONE UN programme
- More joint programmes, HQ leadership and support
- Increased policy discussions on DW at the UNCT level
- Using existing mechanisms and platforms in different United Nations entities for awareness-raising of DW and its links to the organization mandates
- RCs can help champion the agenda between the government and other United Nations agencies
- Increased government buy-in for employment creation as a priority; integration in national development plans
- Capitalizing on the demographic bonus with youth as contributors to economic growth
- Current developmental issues per se pose opportunities for DW; better prioritization; SDGs open new possibilities for dealing with DW

**Annex VII: Overview of actions to be taken by participating organizations on the recommendations of the Joint Inspection Unit
JIU/REP/2015/1**

		Intended impact	United Nations, its funds and programmes														Specialized agencies and IAEA															
			CEB	United Nations*	UNCTAD	ITC	UNDP	UNEP	UNFPA	UN-Habitat	UNHCR	UNICEF	UNODC	UNOPS	UNRWA	UN-Women	WFP	FAO	IAEA	ICAO	ILO	IMO	ITU	UNAIDS	UNESCO	UNIDO	UNWTO	UPU	WHO	WIPO	WMO	
Report	For action		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
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Recommendation 1	f	E																														
Recommendation 2	f		E																													
Recommendation 3	f		E																													
Recommendation 4	c		L																													
Recommendation 5	d																		L													
Recommendation 6	f		E	E	E		E	E	E	E	E	E	E	E	E		E	E		E	E		E	E	E	E	E	E		E		
Recommendation 7	c		E																													

Legend: L: Recommendation for decision by legislative organ E: Recommendation for action by executive head

: Recommendation does not require action by this organization

Intended impact: a: enhanced transparency and accountability b: dissemination of good/best practices c: enhanced coordination and cooperation d: strengthened coherence and harmonization e: enhanced control and compliance f: enhanced effectiveness g: significant financial savings h: enhanced efficiency i: other.

* Covers all entities listed in ST/SGB/2002/11 other than UNCTAD, UNODC, UNEP, UN-Habitat, UNHCR, UNRWA.