

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



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LIST OF ABBREVIATIONS

BIH	Bosnia and Herzegovina
CEACR	Committee of Experts on the Application of Conventions and Recommendations
CPO	Country Programme Outcome
CTA	Chief Technical Advisor
DWCP	Decent Work Country Programme
DWT/CO	Decent Work Team/Country Office
EC	European Commission
EU	European Union
FYROM	former Yugoslav Republic of Macedonia
HRD	Human Resources Development
ILO	International Labour Organization
IPA	(EU) Instrument for Pre-Accession Assistance
ITC	International Training Centre of the ILO
MDGs	Millennium Development Goals
NC	ILO National Coordinator
NESS	National Employment and Skills Strategy
OBW	Outcome-Based Workplan
OSH	Occupational Safety and Health
P&B	Programme and Budget
RB	Regular Budget
RBM	Results-based Management
SEC	Social and Economic Council
ToR	Terms of reference
UNDAF	United Nations Development Assistance Framework
UNOPS	United Nations Office for Project Services (UNOPS)
VET	Vocational education and training
WED	Women's Entrepreneurship Development
XBTC	Extra-budgetary Technical Cooperation

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The evaluation team would like to thank the ILO stakeholders in Albania, Bosnia and Herzegovina, Montenegro, Serbia and the former Yugoslav Republic of Macedonia, especially key members of the respective governments and social partners, who participated in the evaluation. Cooperation of the specialists at ILO headquarters and the Regional Office for Europe and Central Asia was highly appreciated.

EXECUTIVE SUMMARY

PURPOSE AND SCOPE

The purpose of this high-level evaluation was to assess the ILO's DWCPs, strategies and actions in the Western Balkans during the biennia 2012–13 and 2014–15. The DWCPs evaluated included Albania, Bosnia and Herzegovina, Montenegro, Serbia and the former Yugoslav Republic of Macedonia. The ILO's assistance to member States in the subregion is delivered through DWCPs, while a number of strategies and actions are also pursued at the subregional level.

BACKGROUND AND CONTEXT

As the recession of the post-centrally planned economy eased, the Western Balkans began to experience some economic growth. However, improvements in the labour market did not accompany this growth. Therefore, beginning in 2000 and continuing through 2006, the ILO supported policies known as “flexibility through security” or “flexicurity”. As a political strategy, flexicurity aimed to achieve the highest possible security for workers in an era of increased competition due to globalization and the resulting need for structural adjustment.

Flexicurity, which became a flagship policy of the European Union (EU), was implemented by Western Balkan countries aspiring to integrate into the EU. Albania, the FYROM, Montenegro, and Serbia are official candidates for Accession. Negotiations have been opened with Montenegro and Serbia. Bosnia and Herzegovina is a potential candidate country.

In 2007–08, the progress towards Accession was slowed by a global economic and financial crisis. In general, the countries in the Western Balkans that were more open, more integrated with the European economy, and furthest along the road to joining the EU, tended to be the most negatively affected by the crisis. In response to the economic and financial crisis, in June 2009, the ILO adopted a Global Jobs Pact.

The Pact promoted a productive recovery centred on investments, employment and social protection. Under the auspices of the Pact, the ILO provided a substantial amount of technical support to the Western Balkans. Despite the efforts of the ILO and others, the post-crisis recovery in the Western Balkans was considered to have been weak. Three important problems that existed before the crisis continued to exist afterwards: persistently weak growth, high unemployment and weak social dialogue.

SUMMARY OF FINDINGS

A. Relevance

In all countries of the Western Balkans, DWCPs took account of the priorities of the ILO constituents (such as employment, social dialogue, social protection, strengthening employers' and workers' organizations

and international labour standards). In addition, they were aligned with international development agendas, such as the Millennium Development Goals and the United Nations Development Assistance Frameworks, as well as with national development objectives and strategic agreements with the European Union (EU). The results achieved under each country programme outcome at the national level supported the respective country DWCPs. These, in turn, contributed to the achievement of the ILO's Programme and Budget (P&B) and Strategic Policy Framework.

B. Coherence

The evaluation team found the design of the DWCPs' outcomes and the country programme outcomes to be well aligned overall. However, the ILO's reporting systems (such as internal reporting and donor reporting) were not completely accurate or harmonized. For example, some country programme outcomes reported in the Programme Implementation Report were not mentioned in the DWCPs or reported in the DWCP results matrix and the associated monitoring plan. Conversely, not all achievements at the country level were reflected in the implementation reporting. On the whole, however, the DWCP framework, including its results matrix and monitoring plan, helps to promote results-based management in all countries in the Western Balkans.

C. Effectiveness

The ILO's work in the Western Balkans can be analysed in terms of five main areas of work, namely: employment, social dialogue, social protection, strengthening workers' and employers' organizations, and international labour standards. The ILO's approach to employment was tailored to the country context and the specific needs of the constituents. In some countries (such as Bosnia and Herzegovina, Montenegro and the former Yugoslav Republic of Macedonia), the focus was on youth employment; in others, it was on strengthening the social cohesion of the labour market (Serbia) or the development of employment policies (Albania). Taking into account prevailing conditions and needs, this adaptive approach appears to have been relatively effective. As a result, the ILO's leading position in the area of employment was widely recognized among UN agencies and outside the UN system.

The ILO contributed to improving social dialogue by providing legal advice on and technical assistance to national social dialogue mechanisms, and building the capacity of the social partners. In Albania and Bosnia and Herzegovina, the ILO organized workshops to develop constituents' capacity with regard to various aspects of collective bargaining. In the former Yugoslav Republic of Macedonia, the ILO collaborated with three organizations (two workers' associations and one employers' association) that were represented at the national level. The ILO's efforts appear to have yielded mixed results. The assistance provided with a view to increasing social dialogue led to effective results at the national level. However, because of resource constraints, the capacity of the social partners was not addressed at the local level.

The ILO tailored capacity-building efforts in the area of social protection to the specific needs of the constituents, as was the case with regard to employment. In some countries, the focus was on occupational health and safety (Albania and Serbia); in others, it was on establishing a minimum wage for vulnerable groups (the former Yugoslav Republic of Macedonia) or reforming the pension system (Bosnia and Herzegovina). This flexible approach seems to have been relatively effective. Interventions to improve HIV/AIDS legal and policy frameworks (Bosnia and Herzegovina) may have been driven more by the availability of funds than by prevailing needs.

The Office used the Enabling Environment for Sustainable Enterprises evidence-based policy and advocacy toolkit developed by the Bureau for Employers' Activities (ACT/EMP) (Albania, Montenegro, Serbia and the former Yugoslav Republic of Macedonia) in order to develop the capacity of employers' organizations. The capacity of workers' organizations was developed by means of workshops on collective bargaining, informal work and the Accession policy of the EU. Notwithstanding these activities, the

work on strengthening the capacity of the ILO's tripartite constituents was perceived as being of limited effectiveness. This can be attributed, in part, to deeply rooted mindsets and institutional structures that require time to change.

In the countries of the Western Balkans, the ratification and application of international labour standards had the additional benefit of aligning law and practice with European frameworks and thereby contributing to their goal of joining the EU. The ILO's technical assistance, aimed at ratification of and full compliance with international labour standards, consisted of advisory services on training, awareness-raising and promotional activities and how best to fill in implementation gaps identified by the ILO's supervisory bodies. The average number of ratifications by the countries concerned was 72, compared to around 60 in Central and Eastern European countries. All countries of the Western Balkans ratified the four governance Conventions¹ and the eight² fundamental Conventions covering subjects that are considered to be fundamental principles and rights at work.

Despite the dearth of sex-disaggregated data in most projects, the contribution of such data to the ILO's cross-cutting themes of gender and non-discrimination was considered satisfactory. The data indicated that not only did women actively participate in non-discrimination activities but that numerous other activities also contributed to mainstreaming gender equality.

The key factors of success appear to be related to the ILO's comparative advantage as a value- and knowledge-based organization. Constituents interviewed recognized the advantage of having access to the ILO's knowledge base, and the ILO's commitment to high quality knowledge production was greatly appreciated. Apart from these successes, the ILO faced a series of challenges and constraints in the countries of the Western Balkans. The most frequently cited external challenges were political instability and political division between the social partners and the government. High staff turnover and constantly changing political interlocutors also hindered the efficiency and effectiveness of the ILO's work.

Perhaps the highest internal risk identified in the Western Balkans was the lack of resources. Programme planning did not always match available resources.

D. Efficiency

Financial information provided by headquarters and the ILO Decent Work Technical Support Team and Country Office for Central and Eastern Europe (DWT/CO-Budapest) indicated that the ILO expended a total of US\$9,157,537 in the five countries during the period under review. The time and level of effort by ILO staff in the field was a serious concern. The DWT/CO-Budapest Director is responsible for both the strategic and technical aspects of the Office's work, which was reported as being very challenging. The DWT itself has only six specialists for 19 countries and each specialist is required to support more than one technical area.

Headquarters backstopping of the DWT was reported to be somewhat uneven and at times difficult to obtain. The availability of backstopping appears to depend primarily on the capacity of the sector's departments located at headquarters.

¹ The four governance Conventions cover: labour inspection, employment policy, labour inspection (agriculture, and tripartite consultation. These are available at: <http://www.ilo.org/global/standards/introduction-to-international-labour-standards/conventions-and-recommendations/lang--en/index.htm>.

² These eight fundamental ILO Conventions cover the following fundamental rights: freedom of association and the effective recognition of the right to collective bargaining, the elimination of all forms of forced or compulsory labour, the effective abolition of child labour and the elimination of discrimination in respect of employment and occupation. See footnote above to access these Conventions.

E. Impact

The work of the ILO had greater impact in law reform and institution building than in other socio-economic areas. Factors that impeded the ILO's impact included limited resources and a modest ILO presence in the countries concerned. Other factors included structural challenges in the society, such as: lack of dialogue culture; lack of ownership and awareness among the tripartite constituents of the structural changes initiated as part of the EU's Accession process; and disruption between changes initiated at central government and at local levels.

Despite being part of the ILO's core mandate, ILO's work to strengthen tripartite constituent capacity was reported as having minimal impact.

F. Sustainability

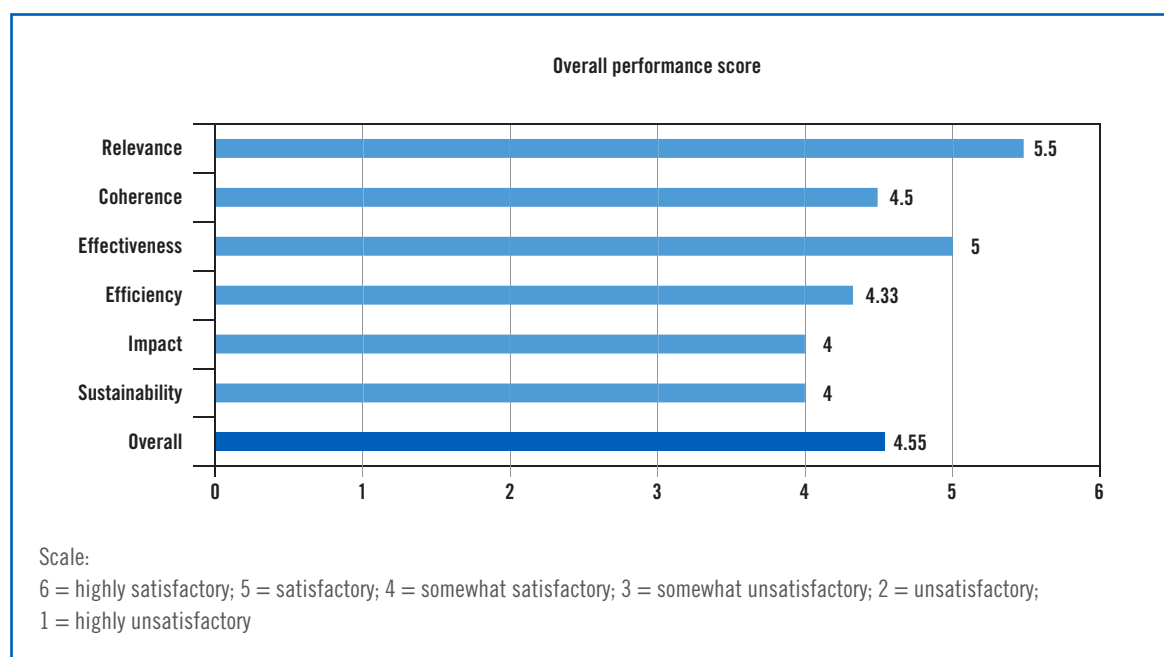
The sustainability of the ILO's work is influenced by external factors over which the ILO has no control. These factors include labour market conditions, government budgets and structural rigidities that continue to hamper job creation. Internal factors, over which it has some control, include the capacity of the DWT/CO-Budapest, ILO constituents and resource mobilization.

Due to declining interest among donors and limited resource mobilization by field staff, there were very few new projects in the pipeline at the time of the evaluation to continue activities once the current generation of development cooperation projects is completed. The DWT/CO-Budapest turned the situation around by various means, including by entering into new strategic partnerships with other UN agencies, programmes and funds to carry out projects. Nevertheless, this shows that lack of attention to project cycles may limit the sustainability of the ILO's development cooperation in the subregion, and that exit strategies need to be considered from the start.

OVERALL ASSESSMENT OF STRATEGY

The evaluation team rated the overall performance of the ILO's DWCP strategies by triangulating information and data gathered through desk reviews, interviews, and surveys of staff and constituents, see figure 1.

Figure 1. Evaluation criteria rating



CONCLUSIONS

Based on the findings presented above, the evaluation concluded that the DWCPs were aligned with constituents' needs, with national and international development and with the ILO's P&B and Strategic Policy Framework.

In response to country priorities, the ILO's work in the Western Balkans was clustered around five main domains: employment, social dialogue, social protection, strengthening employers' and workers' organizations, and international labour standards. The ILO applied an approach to technical support that was tailored to the country context and to the specific needs of the constituents. This flexible approach seems to have led to relatively effective results.

The time and level of effort by ILO staff in the field was a matter of urgent concern. Due to capacity constraints in the DWT/CO-Budapest Office and uneven support from headquarters, technical support appeared to be caught in a zero-sum situation since an increase in support in one country was often matched by a decrease in another country.

Impact and sustainability were both influenced by external factors, such as labour market conditions, structural rigidities and government budgets. They were also influenced by internal factors, such as the capacity of staff and the inability to establish continuity of funding.

LESSONS LEARNED

The financial and technical monitoring of development cooperation projects for all countries in the subregion is centralized in DWT/CO-Budapest. This increased quality control, but also increased the time required for taking project implementation decisions, in particular decisions related to contractual arrangements. When DWT/CO-Budapest provided monthly expenditure reviews to project teams it increased their planning and reporting capacity.

The ILO's internationally recognized technical expertise in the area of employment enabled it to raise awareness, attract strategic partners and mobilize resources for its respective strategic approaches, even when the reform process encountered bottlenecks and difficulties along the way.

Systemic interventions, such as the one designed to create employment in Albania, need extended timelines in order to consolidate and assess progress. Such interventions need to build an enabling environment for the reform to take place, to strengthen the balance between supply and demand of technical support, to encourage a shift in social norms and to promote quality of service.

A project that devotes substantial resources to designing strategies, plans and institutional tools also needs to be adaptable to changing circumstances. Strong local ownership needs to be established in order to embed these instruments into the future practice of the constituents. This may require sharing information about new approaches beyond the ILO's traditional stakeholders and specialists.

The pressure to reallocate funds at the end of the biennium by sectoral departments at headquarters could be reduced by increasing awareness of the importance of good planning and better monitoring of DWCPs. DWCP planning and implementation would also be improved by emphasizing the importance of setting priorities based on robust ex-ante prior evidence.

RECOMMENDATIONS

Recommendation 1: Stakeholder participation in all programming cycle phases should be increased. When agreeing on priorities and outcomes, the ILO should consider more accurately the capacity and commitment of constituents to contribute actively to implementation and to take over achievements for further developments. Consultations for the design and implementation of DWCPs should include not

only central government actors but also stakeholders active at the local grassroots level. In addition, more focus on developing social dialogue at the local level might be necessary.

Responsible units	Priority	Time implication	Resource implication
DWT/CO-Budapest, PROGRAM	High	Ongoing	Low

Recommendation 2: The ILO should better prioritize and increase consistency between planning, monitoring and reporting in order to reduce the proliferation of country programme outcomes. This should include the identification of areas where the ILO should work, but does not have committed financial resources. The DWCP steering committees could be involved more in monitoring progress with reference to country indicators and changes in DWCP planning.

Responsible units	Priority	Time implication	Resource implication
DWT/CO-Budapest, PROGRAM	High	Ongoing	Low

Recommendation 3: The ILO should consider exit strategies earlier in project implementation in order to increase national ownership and sustainability. This may involve developing the knowledge, skills and awareness of constituents in order to help them assume a leadership role.

Responsible units	Priority	Time implication	Resource implication
DWT/CO-Budapest, PARDEV	High	Long-term	Low

Recommendation 4: Better synergies should be established between the ILO's internal and donor reporting mechanisms in order to avoid overlap. The ILO's technical project staff should be trained to create and implement linkages between project outcomes and DWCP outcomes and indicators. The DWT/CO-Budapest staff should be involved in this process.

Responsible units	Priority	Time implication	Resource implication
DWT/CO-Budapest, PARDEV	Medium	Long-term	Low

Recommendation 5: Resource mobilization in the Western Balkans needs to be re-energized if the ILO wants to continue the level of support of previous biennia. It will need to generate new projects and partnerships and ensure that there is adequate capacity to implement such projects. The balance between country-focused projects and those with subregional coverage should be maintained.

Responsible units	Priority	Time implication	Resource implication
DDG/FOP, DWT/CO-Budapest, Regional Office for Europe and Central Asia, PARDEV	High	Short-term	Medium

Recommendation 6: The full and effective implementation of DWCPs mainly depends on the technical resources of DWT/CO-Budapest and successful resource mobilization. The capacity and office configuration of the DWT/CO-Budapest team should, therefore, be reviewed for potential improvements and compared with other subregions, including achieving a better understanding of the special role played by national coordinators.

Responsible units	Priority	Time implication	Resource implication
DDG/FOP, DWT/CO-Budapest, Regional Office for Europe and Central Asia, PROGRAM	High	Medium-term	Medium

Recommendation 7: The ILO should consider a more closely coordinated relationship with the EU, which is the main donor for the countries of the Western Balkans. Closer coordination would require staff in the ILO Office for the European Union and the Benelux countries (ILO-Brussels) to build expertise in respect of the Instrument for Pre-Accession Assistance (IPA) and work more closely with the DWT/CO-Budapest Director and the national coordinators.

Responsible units	Priority	Time implication	Resource implication
DDG/FOP, DWT/CO-Budapest, Regional Office for Europe and Central Asia, PARDEV	Medium	Long-term	Medium

Recommendation 8: The ILO must reduce the timeline for launching development cooperation projects. The time needed for the mobilization of project staff should be reduced and greater attention should be given to the transparency of the selection process. Administrative procedures for hiring project staff in DWT/CO-Budapest should be reduced where possible.

Responsible units	Priority	Time implication	Resource implication
DDG/MR, DDG/FOP, HRD, PARDEV, DWT/CO-Budapest	High	Long-term	Low

Recommendation 9: At the headquarters level, access to regular budget expenditure information appears to be difficult, including information pertaining to the number of work-months spent by specialists in order to support the country programme outcomes. The ILO should increase accountability in respect of regular budget funding for work-months spent by headquarters specialists on the countries concerned.

Responsible units	Priority	Time implication	Resource implication
DDG/MR, PROGRAM, All relevant sector-specific departments at headquarters	Medium	Medium-term	Low

1. INTRODUCTION

The present document contains the report of the *Independent Evaluation of the ILO's Decent Work Country Programme Strategies and Actions in the Western Balkans* carried out by Pluriconsult Ltd. The evaluation was managed by the ILO's Evaluation Office (EVAL) in close coordination with the ILO Regional Office for Europe and Central Asia and the ILO Decent Work Technical Support Team and Country Office for Central and Eastern Europe (DWT/CO-Budapest). The evaluation also benefited from tripartite national constituent consultation and feedback.

As presented in the Terms of Reference (ToR), the main ***purpose*** of the evaluation was to validate the achievement of results and the ILO's contribution towards national development objectives, decent work and related Country Programme Outcomes (CPOs) set in the Program and Budget (P&B) documents of the 2012–13 and 2014–15 biennia. The evaluation examined a subregional cluster of five DWCPs in Albania, Bosnia and Herzegovina (BIH), Montenegro, Serbia and the former Yugoslav Republic of Macedonia (FYROM). This offered more coverage, value for money, and an opportunity to look at regional contextual factors as they pertain to the implementation of DWCPs. The evaluation attempted to contribute to organizational learning by identifying lessons learned and emerging good practices. These can inform future ILO strategies and the design of new DWCPs.

In terms of ***scope***, this evaluation constitutes a comprehensive review of the ILO's programme of support to the five countries named above. The evaluation period covers the last two biennia: 2012–13 and 2014–15. The principal ***client*** for the evaluation is the ILO's Governing Body, which is responsible for governance-level decisions on the findings and recommendations of the evaluation. Other key stakeholders include: the ILO Director-General and members of his Senior Management Team; the Evaluation Advisory Committee; the Regional Office for Europe and Central Asia; the DWT/CO-Budapest; and tripartite constituents in the target countries.

2. BACKGROUND AND CONTEXT

2.1. THE WESTERN BALKANS CONTEXT

All five countries covered by this evaluation are upper middle-income countries according to the World Bank income classification.³ In spite of the important progress these countries have made over the last two-and-a-half decades towards establishing credible multi-party democracies and market economies, efforts are still needed to generate economic growth that will create jobs and improve living standards for all.⁴

In the late 1990s, the recession of the post-centrally planned economy eased and the Western Balkans began to experience some economic growth. However, this growth was not accompanied by improvements in the labour market. Unemployment rates in the West Balkans continued to rise after the year 2000. The underperformance of the labour markets in the Western Balkans was due to a number of factors that may have included inadequate investment in job-rich growth, poorly established labour market institutions and the lack of sufficient flexibility in the more modernized economy.⁵

Therefore, beginning in 2000 and continuing through 2006, the ILO supported policies known as “*flexibility through security*” or “flexicurity”. As a political strategy, flexicurity aimed to achieve the highest possible security for workers in an era of increased competition due to globalization and the resulting need for structural adjustment.⁶

Flexicurity, which became a flagship policy of the European Union (EU), was implemented by Western Balkan countries aspiring to integrate into the EU.⁷ Albania, Montenegro, Serbia and the FYROM are official candidates for Accession. Negotiations have been opened with Montenegro and Serbia. Bosnia and Herzegovina is a potential candidate country.

Between 2007 and 2008, progress towards Accession was slowed by a global economic and financial crisis. In general, the countries in the Western Balkans that were more open, more integrated with the

³ World Bank: *World Development Indicators*. <http://data.worldbank.org/income-level/XT?view=chart>.

⁴ World Bank: *Country Overviews*, <http://www.worldbank.org/en/country/albania/overview>, <http://www.worldbank.org/en/country/bosniaandherzegovina/overview>, <http://www.worldbank.org/en/country/macedonia/overview>, <http://www.worldbank.org/en/country/montenegro>, and <http://www.worldbank.org/en/country/serbia/overview>.

⁵ R. Kurian and E. Charkiewicz, et al.: *Violent Transitions: Economic Restructuring, the Financial Crisis and Human Insecurity in the Western Balkans* (Global campus of human rights research programme (2015). Available at: http://www.eiuc.org/tl_files/EIUC%20MEDIA/Global%20Campus%20of%20Regional%20Masters/research/2014-15/8.pdf.

⁶ S. Cazes and A. Nesporova: *Flexicurity: A relevant approach in Central and Eastern Europe* (Geneva, ILO, 2007).

⁷ European Union: *Flexicurity in Europe*, in Administrative Agreement JRC N°31962-2010-11 NFP ISP, FLEXICURITY 2, (Brussels, 2013).

European economy, and furthest along the road to joining the EU, tended to be the most negatively affected by the crisis.⁸

The negative economic scenario undermined the possibility of reaching consensus on a labour market reform agenda. This was due, in part, to the fact that increased labour flexibility could no longer be accompanied by new job creation and financially sustainable social security nets.

The crisis had the following impacts on the Western Balkans: (a) a slowdown of growth including negative growth in industrial output leading to unemployment and poverty; (b) deflation and fall in domestic demand; (c) a fall in imports, which was not always positive as people and firms were not buying goods they could not afford; (d) a fall in foreign direct investment; and (e) a fall in remittances.⁹

These impacts led to a decline in means of livelihoods and retrogression of social rights. Those with low education, older participants (50–65) and women were the most affected during the crisis. Unemployment protection was not sufficient and other rights, such as those related to health and education, were negatively affected by the global financial crisis.¹⁰

2.2. THE ILO IN THE WESTERN BALKANS

2.2.1. The ILO Decent Work Technical Support Team and Country Office for Central and Eastern Europe (DWT/CO-Budapest)

The work of the ILO in the Western Balkans is coordinated by the DWT/CO-Budapest. This office serves 19 countries in Central and Eastern Europe. This includes responsibility for coordinating ILO activities in Kosovo as defined by the UN Security Council Resolution 1244.

The DWT/CO-Budapest specialists provide technical support for the programmes and activities in the fields of employment promotion; equality and discrimination; HIV/AIDS; informal economy; international labour standards; labour migration; occupational safety and health; skills, knowledge and employability; social security; tripartism; social dialogue; workers' and employers' organizations; working conditions; and youth employment.¹¹

2.2.2. Western Balkan country commitment to the Decent Work Agenda

Albania and BIH developed the first generation of DWCPs between 2006–07. The second generation of DWCPs was implemented between 2008–2011 in Albania, BIH, Serbia and the FYROM. Onward from 2012, the third generation of DWCPs was developed in Albania and BIH. Within the framework of the DWCPs, all these countries continued to ratify ILO conventions which further contributed to improvements of labour or labour-related national legislation.

The status of *ratification of the ILO conventions in the five countries in the Western Balkans before 2012* was the following:

- Albania ratified 53 Conventions, including all fundamental (eight) and governance (four) Conventions and 41 of 177 technical Conventions. Out of the Conventions ratified by Albania, seven Conventions have been denounced, most of them automatically by the adoption of the Minimum Age Convention, 1973 (No. 138). Thus, in 2012 there were 46 Conventions in force.

⁸ R. Burgess and K. Körner, K.: *Western Balkans Bumps on the road to EU accession* (Frankfurt, Deutsche Bank, 2013).

⁹ S. Cazes and A. Nesporova, op. cit.

¹⁰ M. Gerovska Mitev: *Europeanization of Social Inclusion Policy in Macedonia: Trends, Challenges and Potential Benefits*, in *Social Policy & Administration*, Vol. 47(2), 2013, pp. 182–198.

¹¹ ILO: *DWT/CO-Budapest Areas of Work*, <http://www.ilo.org/budapest/areas-of-work/lang--en/index.htm>.

- BIH ratified 81 ILO Conventions as follows: all fundamental (eight) and governance (four) Conventions, and 69 out of 177 technical Conventions. In 2010, 10 Conventions were ratified after a long period of inactivity with regard to ratifications.
- the FYROM ratified 70 ILO Conventions as follows: all fundamental (eight) and governance (four) Conventions, and 58 out of 177 technical Conventions.
- Montenegro ratified 68 ILO Conventions as follows: including all fundamental (eight) and governance (four) Conventions, and 56 out of 177 technical Conventions.
- Serbia ratified 72 ILO Conventions, including all fundamental (eight) and governance (four) Conventions.

2.2.3. DWCP strategies and actions in the Western Balkans

In response to the economic and financial crisis, in June 2009, the ILO adopted a *Global Jobs Pact*.¹² The Pact promoted a productive recovery centred on investments, employment and social protection. Over a three-year period, the ILO provided a substantial amount of technical support to the Western Balkans. The priorities in the DWCPs that addressed the needs of the countries included:¹³

- **Employment policy:** formulation, implementation, monitoring and evaluation of national/regional employment strategies/policies (BIH). Youth employment promotion (Albania, the FYROM, Serbia). This included a review of anti-crisis and pro-recovery policies through social dialogue (Croatia, the FYROM, and Serbia).
- **Vocational education and training:** This includes skills needs forecasting, assistance in vocational education and training (VET) reforms to link VET with labour market needs, and development of standardized national assessment frameworks (Albania).
- **National employment services:** capacity building and technical assistance (Albania and Serbia).
- **Labour market policies:** advice on labour market policies for vulnerable groups, and evaluation of labour market policies (Serbia).
- **Local economic and employment development and promotion of entrepreneurship:** support to local partnerships and development plans, addressing the social impact of enterprise restructuring, and support to small and medium enterprise development in Albania, BIH, Croatia, the FYROM, Montenegro and Serbia.
- **Social security:** advice on social security and pension reforms, and capacity building (Albania, BIH, the FYROM, Serbia).
- **Occupational safety and health and labour inspection:** support to national occupational safety and health systems and policies, and capacity building of national labour inspections (Albania, BIH, the FYROM, and Serbia).
- **Working conditions:** advice and capacity building on wage policy, and advice on maternity protection (the FYROM).
- **Gender equality:** advice and capacity building on policies promoting gender equality in employment, wages etc. (Albania, the FYROM, and Serbia).
- **Labour standards, labour legislation:** assistance in ratification and implementation of international labour standards, and advice on national labour legislation (Albania, Croatia, the FYROM, Montenegro, Serbia).
- **Social dialogue:** legal advice on and technical assistance to national social dialogue mechanisms, and capacity building of the social partners (Albania, BIH, Croatia, the FYROM, Montenegro, Serbia).

¹² See details on the Pact at <http://www.ilo.ch/jobs Pact/lang--en/index.htm>.

¹³ A. Nesporova: *Global Jobs Pact and Employment Promotion in the Western Balkans* (Geneva, ILO, 2015).

- **Formalization of the informal economy:** technical assistance to design and implement policies and measures that will improve the quality, decency and productivity of jobs in the informal economy.

Despite the efforts of the ILO and others, the post-crisis recovery in the Western Balkans was considered to be weak. Three important problems that existed before the crisis continued to exist afterwards: ***persistently weak growth, high unemployment***¹⁴ and ***weak social dialogue***. In relation to the latter, despite the relatively developed industrial relations structures that existed in all five countries, the governments remained the major player in policy formulation, mainly due to their monopolistic role in the pre-transition era. Furthermore, the bargaining position of the social partners remained constrained due to the decline of formerly large industries, the new prominence of small, non-organized companies and enterprises, and the significant growth of the informal economy.¹⁵

¹⁴ Z. Murgasova, et al., *The Western Balkans: 15 years of economic transition* (Washington, D.C., International Monetary Fund, 2015).

¹⁵ C. Mihes: *A comparative overview of informal employment in Albania, Bosnia and Herzegovina, Moldova and Montenegro* (Geneva, ILO, 2011). Available at: http://www.ilo.org/wcmsp5/groups/public/---europe/---ro-geneva/---sro-budapest/documents/publication/wcms_167170.pdf.

3. EVALUATION CRITERIA AND QUESTIONS

The evaluation applied the Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) evaluation criteria, namely, the relevance of the programme to needs, the coherence of the programme design, the programme's efficiency and effectiveness, the impact of the results and the potential for sustainability. For each criterion, two or three specific evaluation questions were suggested in the ToR. The questions sought to address the issues and concerns of the national constituents and other stakeholders. In the inception phase of the evaluation, these questions were revised and slightly reformulated as follows:

Relevance

- Is ILO support relevant and aligned to the national sustainable development agenda and decent work priorities, national and international development needs and challenges, and action plans for the DWCP priorities?
- Are the ILO and its implementation partners supporting the national employment and sustainable policy development prioritization and decision-making process?

Coherence and validity of design

- Was the ILO's work in the Western Balkans logical?
- Did the ILO's work in the Western Balkans apply principles of results-based management?

Effectiveness

- To what extent have the results achieved under CPOs at the national level support their respective DWCPs?
- To what extent have the results achieved in the countries in the subregion contributed to the respective ILO P&B and Strategic Policy Framework?
- Did the results contribute to the ILO's cross-cutting themes of gender and non-discrimination?
- Were there any unexpected results?
- What were the key factors of success?
- What were the main internal and external constraints/challenges to attain the expected results?

Efficiency

- How much time, effort and financial resources are needed to develop and implement activities and projects that contribute to DWCP outcomes?

- What are the (potential) synergies among the countries of the subregion?
- What are the synergies amongst ILO activities and those of strategic partners?

Impact

- How did the ILO's work in the region build the capacity of tripartite constituents to deliver on DWCP outcomes?
- How did the ILO's work in the region influence coordination between the ILO and its strategic partners?
- What are the aggregated results by CPO and strategic outcomes?

Sustainability

- To what extent are the results achieved sustainable? What makes them sustainable?
- What is the risk that the achievements would not be sustainable? What are the measures needed to improve prospects for the sustainability of results?

4. METHODOLOGY OF THE EVALUATION

The evaluation used a mixed methods approach (e.g. document analysis, interviews and direct observation) to ensure the validity and reliability of the findings. In addition, it used a participatory approach by involving ILO key stakeholders such as beneficiaries, ILO tripartite constituents, ILO staff and strategic partners. The evaluation was carried out in adherence with the ILO's High-Level Evaluation Protocol for DWCP Evaluation.¹⁶

The evaluation was based on a desk review and interviews carried out during country missions. Additional data was collected during interviews with the DWT/CO-Budapest specialists and headquarters staff. Data analysis, along with the synthesis of findings, is reflected in the evaluation report. In addition to the conclusions, recommendations, lessons learned and emerging good practices, the synthesis includes a summary rating expressed by the external evaluators. The Summary Ratings Note is available in the Annex 2.

The **desk review** of documentation was coordinated by EVAL and was done with support from the DWT/CO-Budapest and the ILO National Coordinators (NCs).¹⁷ The desk review included the following documentation: strategic regional documents; programme and project documents; progress reports; previous evaluation reports, DWCP Internal Reviews, OBWs, Programme Implementation Reports, and other relevant material from secondary sources (see Annex 3 for a detailed presentation of the documentation reviewed).

The **interviews** (face-to-face and through Skype) were carried out between April and May 2016. They covered a variety of target groups such as: ILO partners in the countries (representatives of the Government, workers' and employers' organizations, NGOs, UN country teams and donors); the DWT/CO-Budapest specialists and administrative staff; as well as ILO headquarters staff. The list of all persons interviewed is available in Annex 4.

The **country missions** took place in April 2016 in all five countries addressed by this evaluation (Albania, BIH, the FYROM, Montenegro and Serbia). The interviews with the DWT/CO-Budapest specialists and administrative staff were done through Skype in April and May 2016, while the interviews with ILO headquarters staff took place in May 2016. The interviews were conducted based on detailed interview protocols (Annex 5). Based on the ToR, they were developed by the consultants in the inception phase of the evaluation and during a scoping mission that was carried out at the DWT/CO-Budapest. The interviews with the ILO headquarters staff were conducted by one of the external consultants together with the ILO EVAL senior evaluator.

¹⁶ ILO. Evaluation Office: *Protocol 2: High-Level Evaluation Protocol for DWCP Evaluation* (Geneva, 2012).

¹⁷ In Montenegro, the ILO does not have a NC, but it has a project coordinator.

The *country case studies* were prepared for all five countries based on the field data collected during the country missions and the desk review. According to the ToR, the case studies were not planned to provide an in-depth analysis of the ILO's work in the respective countries, but rather to provide a detailed description of what ILO has been doing in Western Balkan countries during the last two biennia. The country case studies are considered part of the background documentation for the evaluation and therefore available separately.

In terms of the *limitations* of the evaluation, it should be noted that information on country-level activities was difficult to obtain due to staff turnover both at the level of ILO tripartite constituents and among ILO staff. As a result, the 'institutional memory' of these activities was somewhat fragmented. For this reasons, the number of potential respondents to an initially planned survey was very low. Consequently, the data collection could not include this (or any other) quantitative method that might have increased the robustness of the methodological approach.

In some countries (e.g. Albania and the FYROM) this evaluation followed other evaluations that addressed important aspects of the ILO's activities implemented as part of development cooperation projects that were recently evaluated. Understandably, the ILO partners experienced a degree of evaluation fatigue. Because of this they were somewhat difficult to reach and/or less interested to share details or accurate information during the interviews.

The ILO reporting system has limitations that make access to certain data difficult to obtain and sometime inaccurate. For example, for work month reporting, the DWT/CO-Budapest staff gathered data from three different sources. Nevertheless, there was no data available for DWT/CO-Budapest work months broken down by country for the period 2012–14 because there was no such reporting requirement during that period. In addition, the CPOs supported by subregional projects contributed to the country outcomes however they were not reflected in the work month calculations.

5. FINDINGS

5.1. RELEVANCE

5.1.1. DWCP alignment

The DWCPs identified strategic priorities and outcomes to be achieved by joint action of the governments and the social partners on the one hand, and by the ILO on the other. The overall objective was to promote decent work through a coherent policy approach made operational through a set of priorities and outcomes. In all of the Western Balkan countries, the DWCPs were aligned with the international and national development frameworks (e.g MDGs, UNDAFs, etc), as well as with the strategic agreements with the EU (Table 1 and Annex 7). It also took account of the needs expressed by the ILO constituents in each country.

The DWCP documents reflected the strategic planning of ILO development cooperation activities in each country for the period addressed (which differs from country to country). Based on their assessments of past cooperation, the constituents and the ILO experts agreed that DWCPs ensured synergy and coherence of the ILO activities in the countries in order to achieve sustainable results.

Table 1. Relevance of the DWCPs to national and international strategic documents

Country	DWCP	National strategic documents	International strategic documents
Albania	2012–15	Stabilization and Association Agreement of Albania with the EU	MDGs, UNDAF 2012–16
Bosnia and Herzegovina	2012–15	Country Development Strategy 2010–2014, Social Inclusion Strategy 2010–2015	MDGs, UNDAF 2010–14
former Yugoslav Republic of Macedonia	2010–13	National Development Plan, National Employment Strategy, Multi-Annual Indicative Planning Document 2009–2011, National Action Plan for Gender Equality 2007–2012	UNDAF 2010–15
	2015–18	National Action Plan on Youth Employment (NAPYE) 2015 and NAPYE 2016–2020	UNDAF 2010–15
Montenegro	2015–17	Pre-Accession Economic Programme 2013–2016	UNDAF 2017–21
Serbia	2013–17	Stabilization and Association Agreement of Serbia with the EU	MDGs, UNDAF 2012–15

5.1.2. Ownership and participatory process

According to the evidence from the field, the *participatory process* used to develop the DWCPs has evolved over time. The first generation of DWCPs were developed using a top-down approach. The

DWCP documents were drafted by the DWT/CO-Budapest with little consultation and, in the case of Serbia, initially signed only by the government. By the second or third generation, the DWCP documents were developed with the full involvement of the ILO tripartite constituents. The advantage of the new and more participatory methodology, adopted in 2014, was to promote joint ownership by constituents and the ILO.

In four out of the five countries (Albania, BIH, Serbia and the FYROM) **DWCP Overview Boards** were established in 2013. These national steering bodies were designed to be involved in monitoring the progress of the DWCP implementation. The Overview Boards have great potential for contributing to the effectiveness and sustainability of the ILO's work in the countries. The existing evidence, however, suggests that more work is required to increase capacity and empowerment of the existing DWCP Overview Boards and to support their establishment where they do not yet exist (in Montenegro).

Evidence obtained from the field indicated that very few people in the Western Balkan countries refer to their respective DWCPs. This raises issues concerning the ownership of the programming framework on behalf of the local partners. The DWCPs are often perceived by the national stakeholders as being more of a funding framework and as less of a conceptual framework to promote decent work in the country.

Additionally, there are many other competing development initiatives such as those of the EU, the bi-lateral development agencies and the UN Delivering as One. Each initiative has its own programming instruments and partnerships. It is uncommon for the same actors to be involved in all these parallel programming processes. Even for the more knowledgeable stakeholders, this fragmented approach to development can be confusing.

5.1.3. Prioritization and resource mobilization

It should be noted that having a well designed DWCP does not automatically mean that all of the planned activities will be implemented in the programme cycle. Risks that influence implementation include resource mobilization and the capacity of partners. Even if a DWCP document is fully aligned with all stakeholder priorities, there are risks to implementation. This is particularly the case for programming documents that are not fully funded. In each DWCP, there are gaps between secured funds and planned activities. The issue is often not the priorities per se, but *prioritizing and mobilizing resources for implementation*.

Serbia serves as a good example of the relationship between mobilized resources and the relevance of the ILO's work. In 2012, the ILO's work was focused on closing down the activities that were more intense between 2008 and 2011.¹⁸ Taking into account the scarce resources, the current DWCP is a trade-off between short-term achievements and long-term objectives: *“On one hand you have to stick to the long term goals, and on the other hand you have to show your presence with more tangible results even when you don't have much resources.”*¹⁹

DWCPs are, among other things, a framework for prioritizing resource mobilization. This is why they should be considered to be «living documents» which can be adjusted to emerging needs, priorities and challenges. The alternative would be to play it safe and to only include priorities and outcomes for which resources were available at the time the document was signed. This would imply that DWCPs are no longer a strategic tool, but simply documentation of what is already being done.

Nevertheless, the flexibility of DWCP programming was often found to be good for the countries and for the beneficiaries because it increased its relevance to changing situations and, to a certain extent,

¹⁸ The budget for 2009–11 was about US\$ 3 million (1 million/year), while for the two biennia reviewed in evaluation, the total budget was a little over US\$ 1.2 million (0.3 million /year).

¹⁹ Interview with the ILO National Coordinator, Serbia.

contributed to the ownership of the local partners. Overall, the priorities contained in the DWCPs fully reflected the needs expressed by the stakeholders during consultations, and the ILO's work in these countries was considered relevant to the agreed upon priorities.

5.1.4. Relevance of the ILO's work in the Western Balkan countries by technical area

Given the DWCP priorities in the five countries (see Table 2), the relevance of the ILO's work in the Western Balkans might be analysed from the perspective of four main technical areas: **employment, social dialogue, social protection and international labour standards**. Many constituents and stakeholders believed that increasing employment opportunities, strengthening social dialogue and social protection systems, were much needed in the countries that were confronting structural challenges and the lingering effects of the economic crisis.

Employment

The relevance of the ILO's work for the promotion of decent work and enhanced employability of the labour force was high. As shown in Table 2, all DWCPs included employment among the main priorities. The adjustment of the approaches, based on the country context and diverse needs, is worth noting. In some countries, the focus was on youth employment (e.g. BIH, the FYROM and Montenegro); in others the focus was strengthening the social cohesion on the labour market (Serbia) or development of employment policies at the systemic level (Albania).

Thus, in Albania the ILO's efforts were widely seen by stakeholders as being relevant to promoting decent work and to enhancing the employability of the labour force. This was especially due to the *European Union IPA 2010 Human Resources Development project*,²⁰ which was among the largest initiatives implemented in Albania. The IPA adapted to address issues that emerged during the implementation of the Youth, Employment and Migration joint project.

For example, the VET/Life-long-learning Strategy (initially a stand-alone strategic document for adult learning) was considered by the government to be better integrated into the National Employment and Skills Strategy. Two projects, one funded by Austria (Vocational Training and Employment Activities) and the other by the Swiss Development Cooperation under a joint UNDP/ILO programme, were direct spin-offs from the joint project mentioned above.

This was proof of the continuing relevance of the focus on youth employment as a priority for the government and various UN agencies in Albania. In BIH, the ILO's work to improve the knowledge base for enhanced employability was also considered to be highly relevant. This was particularly due to its funding for research studies and to the ILO's support to stimulate tripartite constituent participation in national and international events addressing employment.

In the FYROM, the ILO's technical assistance to drafting the National Action Plan for Employment of Young People was considered to be highly relevant. In Montenegro, the ILO's work remained relevant by strengthening the capacities of constituents to develop and implement youth employment policy measures and by enabling an environment for sustainable enterprises. In Serbia, most of the relevant ILO work was related to promoting green jobs.

²⁰ ILO: *European Union IPA 2010 Human Resources Development in Albania – Final evaluation* (Geneva, 2015).

Table 2. Priorities in the DWCPs of the countries in the Western Balkans²¹

Country	Priorities
Albania	<p><i>DWCP 2012–15</i></p> <p>Priority 1: Strengthening capacity of government institutions and the social partners to improve the governance of the labour market</p> <p>Priority 2: Promoting of decent work and enhancing employability of the Albanian labour force</p> <p>Priority 3: Strengthening social protection system</p>
Bosnia and Herzegovina	<p><i>DWCP 2012–15</i></p> <p>Priority 1: Strengthening capacity of government institutions and the social partners to improve the governance of the labour market</p> <p>Priority 2: Increasing employment opportunities</p> <p>Priority 3: Strengthening social protection systems</p>
former Yugoslav Republic of Macedonia ²¹	<p><i>DWCP 2010–13</i></p> <p>Priority A: Capacity of government institutions and the social partners is strengthened to improve the governance of the labour market</p> <p>Priority B: Measures to reduce the informal economy are designed in consultation with social partners</p> <p>Priority C: Improved working conditions are in place, with the active involvement of the social partners</p>
	<p><i>DWCP 2015–18</i></p> <p>Priority 1: Job-rich inclusive growth and sustainable enterprises</p> <p>Priority 2: Effective social dialogue</p> <p>Priority 3: Formalization of the informal economy</p>
Montenegro	<p><i>DWCP 2015–17</i></p> <p>Priority 1: Enhancing social dialogue</p> <p>Priority 2: Promoting employment and enabling environment for sustainable enterprises</p> <p>Priority 3: Formalizing the informal economy</p>
Serbia	<p><i>DWCP 2013–17</i></p> <p>Priority 1: Strengthening capacity of Government institutions and the social partners to improve the governance of the labour market</p> <p>Priority 2: Increasing employment opportunities, especially for youth</p> <p>Priority 3: Strengthening social protection systems</p>

Social dialogue

There was general agreement among the ILO stakeholders that Social Dialogue in the Western Balkans was weak. There was also consensus that strengthening constituent capacity to engage in social dialogue was highly relevant for the countries and appropriate as an outcome in the DWCPs. Nevertheless, it appeared that the assistance provided to date for increasing social dialogue and the social partners' capacity mainly addressed top-down targeting at the national level, while reaching the local actors was still lagging behind.

In Albania, the ILO's work was considered very relevant in relation to restoring the National Labour Council. Prior to 2013, the council was not active so there was no social dialogue in the country. In 2013, the new government demonstrated willingness to revitalize social dialogue and the ILO advised the tripartite constituents on council representative criteria. The ILO trained all members of the council (government, workers and employers) to raise their capacities to work together and to provide them with measures to improve their membership. Nevertheless, "*the second level social dialogue, i.e. at the branch level, does not exist*".²² In BIH, most of the stakeholders interviewed witnessed recent improvements

²¹ In 2014, the negotiations for the new DWCP started. ILO and its constituents decided that in 2014 they would continue with activities from the DWCP 2010–13.

²² Taken from an interview with the representative of Ebert Friedrich Stiftung.

in national social dialogue. The most recent case, the adoption of the new labour law, showed major weaknesses in terms of social dialogue that required further improvement and strengthening.

In the FYROM, the Social and Economic Council (SEC) was re-established, in 2010. The new council introduced a clear identification of social partners based on criteria established in the Law on Labour Relations. This improved the capacity of social partners to actively engage in social dialogue through the SEC. The ILO was instrumental in the revival of the SEC and, to some extent, was an initiator of this process. Beginning in 2014, the ILO aimed to further increase the visibility and the acceptance of the SEC by other relevant institutions and by the general public, through the EU IPA project Promoting Social Dialogue. In Montenegro, the ILO's work has been focused on improving the capacity of tripartite constituents to address the informal economy.

The need for improvement of social dialogue was also noted in the European Commission's Progress Report for Montenegro for 2015. The report stated that *"Social dialogue needs to be improved, in particular in the private sector. The social council needs to be consulted for new regulations related to social partner competence."*²³ More work is needed to ensure alignment with the accumulated legislation, legal acts, and court decisions, which constitute the body of European Union law. In Serbia, the activity of the SEC was contested, or, at best not much appreciated by most of the national stakeholders. Prior to the period of the evaluation, the ILO was substantially involved in assisting the SEC, but without much success. Over the last two biennia, there was little interest in strengthening the SEC by most tripartite constituents and so the ILO temporarily has reduced its assistance.

Social protection

The relevance of ILO assistance to the Western Balkan countries in the area of social protection was also high. Three countries (Albania, BIH and Serbia) had a similar strategy for social protection (i.e. "Strengthening the social protection system", see Table 2). Assistance was flexible and tailored to the development needs of each country. In the case of Macedonia, there was some capacity building in labour inspection to address the informal economy that remained in place over two programming cycles. In BIH, for example, the relevance of an intervention on improved HIV/AIDS legal and policy frameworks proved to be more difficult to establish, because it was contingent on the availability of funds.

In Albania, the ILO's work in occupational safety and health (OSH) was very relevant to the implementation of prevention principles and the promotion of a safety culture at work. New OSH legislation specified a uniform basis for enforcing OSH rules and labour inspection performance, and contributed to strengthening labour inspection capacity. In BIH, the ILO's support for reform of the pension system was considered to be relevant by all interviewed stakeholders. Following the dissolution of Yugoslavia and the collapse of its previous pension system, the BIH pension system had to be re-started from zero and faced immense challenges to ensure long-term sustainability. This is because the dependency ratio of workers to pensioners is unfavourable with some estimates that the ratio is 1.1 workers to one retired person.

There was no evidence of the relevance of the ILO's work on HIV/AIDS interventions in BIH given the HIV epidemic rate of less than 0.01 per cent.²⁴ Furthermore, HIV/AIDS was not regarded as a workplace issue.²⁵ In the FYROM, although the Minimum Wage Fixing Convention, 1970 (No. 131) was ratified in 1993, the country did not have a statutory minimum wage or a mechanism for its negotiation. To put the issue on the agenda, the ILO conducted several studies, held conferences on wages and provided technical assistance to the SEC. Also, because of the high percent of informal employment in the country (estimated

²³ European Commission: *Montenegro 2015 Report* (Brussels, 2015), p. 45. Available at: http://ec.europa.eu/enlargement/pdf/key_documents/2015/20151110_report_montenegro.pdf.

²⁴ ILO: *Bosnia and Herzegovina Decent Work Country Programme Document 2012–2015* (Geneva, 2012). Available at: http://www.ilo.org/wcmsp5/groups/public/---europe/---ro-geneva/---sro-budapest/documents/genericdocument/wcms_204899.pdf, p. 6.

²⁵ Country case study from Bosnia and Herzegovina, available upon request.

at 22.5 per cent), the ILO's work remained very relevant. It strengthened the effectiveness of labour inspection and the capacity of the tripartite constituents to facilitate a transition to formal employment. In Serbia, the training of doctors on the new reporting OSH software, as part of a broader OSH intervention, was considered among the most relevant ILO activities over the two biennia.

International labour standards

In the Western Balkan countries, similar to other European countries, ratifying and applying international labour standards contributed to the aim of joining the EU by aligning their law and practice with European legal and institutional frameworks. The average number of ratifications by Western Balkan countries is 72, compared to around 60 in Central and Eastern European countries. All countries in the region ratified the four governance Conventions and the eight fundamental Conventions.

The ILO encouraged countries to ratify and to implement international labour standards, especially the core standards embodied in the ILO Declaration on Fundamental Principles and Rights at Work. ILO technical assistance consisted of services advising on how best to fill in implementation gaps identified by the ILO's supervisory bodies, training, awareness raising and promotional activities with a view to ratification and full compliance. Government, workers' and employers' representatives, as well as legal experts and members of parliament, were targeted in these activities. The status of ratification and enforcement over the two biennia is shown in Table 3.

Table 3. Status of ratification and enforcement in the Western Balkan countries between 2012 and 2015

Country	Total no. of conventions ratified by 2015	Conventions ratified over the reference biennia		No. of conventions not in force ²⁶
		2012–13	2014–15	
Albania	52 (incl. 2 protocols)	-	C 187: Promotional Framework for Occupational Safety and Health	7
Bosnia and Herzegovina	83	-	C 151: Labour Relations in Public Service C 154: Collective Bargaining	18
former Yugoslav Republic of Macedonia	77	C 150: Labour Administration C 151: Labour Relations in Public Service C 154: Collective Bargaining C 177: Home Work C 181: Private Employment Agencies C 183: Maternity Protection C 187: Promotional Framework for Occupational Safety and Health	-	2
Montenegro	72	C 183: Maternity Protection	C 167: Safety and Health in Construction C 187: Promotional Framework for Occupational Safety and Health Maritime Labour Convention 2006	n.a.
Serbia	76	C 150: Labour Administration C 181: Private Employment Agencies Maritime Labour Convention 2006	C 94: Labour Clauses (Public Contracts)	14

²⁶ Reasons for “not in force” can be: outdated instruments, instruments to be revised, instruments with interim status, or automatic denunciation by the adoption of another convention.

5.2. COHERENCE AND VALIDITY OF DESIGN

The evaluation team found the design of the DWCPs' outcomes, the country programme outcomes and the ILO's strategic outcomes to be well aligned (see tables in Annexes 8 and 9), except for Montenegro which began its first DWCP last year. There were DWCPs in which the country outcomes used the same wording as the CPOs (e.g. Albania). In other cases, the differences were more at the level of nuance, reflecting the country context with no discrepancies in terms of content.

However, desk review evidence indicated that the ILO's reporting systems were not completely accurate or harmonized. For example, there were CPOs included in the Programme Implementation Report which were not mentioned in the DWCP (e.g. ALB 131, BIH 102, and MKD 104). Other CPOs were reported in the DWCP results matrix (and monitoring plan) but not reported in the Programme Implementation Report (BIH 153). Finally, BIH 801 was reported in IRIS as having maintenance status, however, it was still included in the Programme Implementation Report where normally only target CPOs are reported.

Some of the ILO's achievements were not accurately reported in IRIS. For example, in the case of Serbia, these achievements were related to the CPOs SRB 801, SRB 802 and SRB 826, which were a 'target' for the first and the second biennium or a 'target' for the first biennium and 'maintenance' in the second biennium. In addition to these, the 'ILO IRIS: Country Programme View' and the DWCP also mentioned two other CPOs as being 'target' (SRB 103 and SRB 152) in the first biennium. However, these were not reported in the Programme Implementation Report for the respective biennium.

The Office does allow some reporting flexibility. The bi-annual programming meetings of the DWT/CO-Budapest, as well as the OBW reviews, included regular consultations to monitor the progress of target CPOs towards reportable results. For example, during the OBW reviews, targets could be 'removed' if result criteria were not met or 'added' as a placeholder to allow for reporting a result. In the cases of SRB 103 (linked to 13.1) and SRB 152 (linked to 4.3), important expected legislative changes (adoption) did not happen until the last moment and were therefore not reported in the Programme Implementation Report.

In the case of Serbia, the imbalance between the volume of CPOs and the resources available was a more important issue than alignment. Nine of the CPOs were in 'pipeline', while four were a 'target'. The field evidence indicated that this situation arose when some development cooperation projects implemented in the 2010–11 biennium were closed in the 2012–13 biennium, and some of the achievements were reported at the end. There is one CPO (SRB 152) that was reported as a 'target' in the DWCP but not reported in the Programme Implementation Report.

The number of CPOs seemed to be determined by both objective and subjective factors. Objective factors included the availability of resources and the decrease of the ILO's strategic outcomes from 19 to 10. Subjective elements determining the CPOs are negotiations between the DWT/CO-Budapest and outcome coordinators in headquarters (which is often influenced by the quality of the personal relations), or the emphasis each country places on the result to be achieved.

Evidence from the case studies strongly suggested that it was difficult to focus on just a few key priorities because they were the result of negotiations amongst the tripartite constituents, each with their own priorities and agenda. According to one interviewee,

“The number of CPOs has nothing to do with the ILO NCs. I assume the creation of CPOs is affected by multiple factors (e.g. strategic or political, as well as with the availability of funds) mixed with the real needs in the field (which mostly comes from us, the NCs) and the availability of specialist colleagues (CPOs are not created unless there is someone available in Budapest to deal with it) and ultimately the existence of the related topics in our DWCP priorities and outcomes. How and why are they awarded a certain status we at the country

*level don't know, but I assume that for example they turn into "pipeline" once the funds are secured and soon-to-be-available for delivery."*²⁷

The ILO has rules against linking CPOs to more than one P&B outcome, in order to avoid double counting. Because of this, progress on multi-dimensional CPOs was more or less subjectively attributed to only one P&B outcome. This had the effect of discouraging cooperation and creating competition between ILO departments.

On the whole, the DWCP framework, including its results matrix and monitoring plans, helps to promote results-based management in all countries in the Western Balkans. The principles of results-based management (RBM) can be analysed at three levels: intervention (either project or non-project based activities); country; and the DWT/CO-Budapest.

The development cooperation projects were fully aligned and complied with RBM principles. This is because ILO has a policy that RBM must be applied in all phases of project cycle management (design, implementation and reporting). Nevertheless, donor reporting was done by development cooperation staff, while the DWT/CO staff was responsible for any ILO reporting. The coordination of these two reporting layers was sometimes challenging, especially for the DWT/CO staff.

The use of RBM principles was less rigorous when it came to the ILO activities which were not part of development cooperation projects (e.g. workshops with tripartite constituents, studies, editing of awareness raising materials). The field evidence collected from the countries proved that these activities were useful in the short-term. However, their outputs were sometimes difficult to document and, in most of the cases, could not be connected with medium- and longer-term effects.

At the country level, the DWCP (with the results matrix and the monitoring plan) provided a good RBM framework which was used in all the Western Balkan countries. Nonetheless, this emerged more like a tool of the ILO NCs rather than of the tripartite constituents. The DWT/CO staff used OBWs for planning and reporting on their activities.

5.3. EFFECTIVENESS

In section 5.3.1, the results of the ILO's work in the areas of social dialogue, employment, social protection, strengthening workers' and employers' organizations and international labour standards are described. The analysis that shows how the ILO's work contributed to the achievement of the P&B and Strategic Policy Framework outcomes is contained in Annex 7.²⁸ This is followed by sections containing analysis that shows how the ILO's work contributed to the cross-cutting themes of gender and non-discrimination, unexpected outcomes and key success factors. Finally, there is a section containing analysis of the challenges that limited the ILO's effectiveness.

5.3.1. Results achieved at the national level

Social dialogue

The ILO contributed to the improvement of social dialogue by providing legal advice on and technical assistance to national social dialogue mechanisms and capacity building of the social partners. In Albania, the ILO contributed to organizing a workshop on European practices of collective bargaining. This created a link to international labour standards (Belgium, Germany and Ireland) and also assisted workers' organizations to translate and distribute the ILO guide on labour disputes settlement.²⁹

²⁷ Taken from an interview with an ILO NC.

²⁸ It should be noted, however, that reporting in IRIS did not reflect the full achievements of the ILO's work in the country because it addressed only target CPOs, while achievements were made under CPOs having maintenance or pipeline status, as well.

²⁹ International Training Center of the ILO: *Labour Dispute Systems: Guidelines for improved performance* (Geneva, 2013).

In BIH, the DWCP Programme Implementation Report provided by the ILO NC indicated a series of tripartite workshops, discussions and consultations carried out in the period 2012–15 in order to strengthen tripartite constituents' capacity to promote collective bargaining at various levels.

In the FYROM, according to the final review of the DWCP 2010–13, the assessment of the representativeness of the social partners was finalized and two workers' and one employers' organizations were recognized as being representative on the national level. The SEC met 19 times during the period 2010–13, and made recommendations that led to the ratification of seven ILO Conventions during 2012–13. One of the workers' organizations made a major contribution toward the ratification of the Conventions.

The ILO's contribution consisted of supporting the process of defining the criteria for representativeness, as mentioned in the Law on Labour Relations. In addition, the ILO provided intensive assistance in the process of consultations and negotiations between the government and the representative social partners on the agreement for the establishment of the SEC. The agreement made specific reference to the Tripartite Consultation Convention, 1976 (No. 144), which had been ratified by the FYROM.³⁰

According to the mid-term internal evaluation of the 'Promoting Social Dialogue' Project,³¹ a tripartite action plan for enhancing capacity of the National and Local Economic and Social Councils was implemented. In addition three local social and economic councils (SEC) were established in 2015 and the tracking system for the monitoring of recommendations of the SEC was improved. Lastly, an operational mechanism for amicable settlement of labour disputes was established. However, due to the political crisis in 2015, the SEC had not convened a session since August 2015. Other examinations of ILO Conventions by the SEC were not carried out, although they were included in the DWCP monitoring plan for 2015.

National employment services

In order to strengthen the national employment services in the Western Balkan countries, the ILO provided capacity building and technical assistance. In Albania, according to the IPA 2010 HRD Final Project Report, the Labour Force Survey 2012–13 data were reprocessed according to the latest international standards approved by the International Conference of Labour Statisticians. The project's technical assistance guaranteed an accurate assessment of the Labour Force Survey methodology and results, specifically comparing different survey instruments and labour market statistical data that were used in the preparation of the National Strategy for Employment and Skills (NES) 2014–20.

A guide on the NES Quality Assurance System was finalized and published online on the NES website, after being reviewed and discussed with the working group members in several meetings during 2014. In addition, eleven client-oriented government employment offices were reorganized and opened. As a result, the number of unemployed people asking for services from the new employment offices tripled from 2013 to 2014.³² The new Service Model Handbook was discussed and finalized in close cooperation with the NES.

In the FYROM, in the period 2010–13, the ILO implemented many activities and provided remarkable technical support to different stakeholders, such as training, guides, manuals, and expertise to the working group for amending the legislation related to settlement of labour disputes. However, due to changes in the government, this process was delayed. The establishment of an operational mechanism of amicable labour disputes settlement came in 2014 with the adoption of the *Law on Amicable Settlement*. Activities for training the conciliators and arbitrators were undertaken in 2015, along with increasing the visibility of the mechanism by designing and producing awareness campaigns targeting social partners and the general public (currently only available on the website of the SEC).³³

³⁰ ILO: *Decent Work Country Programme for Albania 2010–13 – final review* (Tirana, 2013).

³¹ See, *Promoting Social Dialogue Project, mid-term internal evaluation*.

³² Taken from an interview with the NESS director.

³³ Available at: <http://ess.mk/?p=301>.

In Serbia, progress concerning national employment services was possible due to a series of workshops and trainings that were organized over the two biennia under evaluation. The topics covered referred to European practices in collective bargaining, building effective labour dispute resolution systems in Central and Eastern Europe, and drafting of changes and amendments to the *Labour Law of Serbia*.

Employment policy

The ILO assisted Western Balkan countries in the formulation, implementation, monitoring and evaluation of national and regional employment strategies and policies (BIH) as well as in youth employment promotion (Albania, the FYROM and Serbia). In Albania, the project *Local Level Responses to the Youth Employment Challenge in Albania* was implemented in three regions of the country (Shkodra, Lezha and Kukes). This project promoted youth employment as a priority in the regional development strategies.

Technical assistance was provided for reorganizing the National Agency of Vocational Education Training and Qualifications (NAVETQ), in partnership with the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) VET programme and the Kulturkontakt Austria. Twenty-one sub-legal acts were revised and were submitted to the Ministry of Social Welfare and Youth (MoSWY). Technical assistance was provided to the Ministry for contributing to the preparation of budget support to the employment and skills development sector.

A group of ten assessors, including NAVETQ staff members, was trained on how to conduct recognition and certification of competencies acquired in non-formal and informal learning. With ILO support, the final draft of a comprehensive and gender-sensitive National Employment and Skills Strategy 2014–20 (NESS) was submitted to the MoSWY in early 2014 and launched by the Government of Albania in a public event.

Technical assistance was provided by the ILO to finalize the Action Plan 2014–20 as part of the NESS preparations for its implementation phase. The NESS and its Action Plan were adopted by the Council of Ministers in November 2014. This was considered an unprecedented step forward on policy definition and strategic planning for the sector and the main document for any further technical assistance and future interventions in this domain in the country.

In BIH, the ILO carried out a study on gender and employment. The ILO also supported the participation of the representatives of the BIH Agency for Labour and Employment in the ILO's International Training Centre (ILO-ITC) workshop on strengthening of employment services; a study visit to the State Statistical Office of Macedonia; the participation of a BIH delegation to an ILO subregional conference on green jobs; the preparation of a technical note for Republika Srpska's Employment Strategy; and the implementation of two workshops/courses on developing youth action plans and youth policies (Mostar and Turin).

In the FYROM, the ILO activities for improving knowledge on youth labour market transitions included research and analysis. The purpose was to provide a solid basis for the development of national and local policies that would tackle the unemployment of the largest and most vulnerable group, i.e. young people.³⁴ In 2013, in collaboration with the Master Card Foundation and the State Statistical Office, and as part of the project Work4Youth, a study was carried out with ILO support called *Labour Market Transitions of Young Women and Men in the FYR Macedonia*.³⁵

The National Action Plan for Youth Employment in the FYROM was developed and adopted by the government in 2012 and covered the period until 2015. The ILO supported a progress review of the Action Plan in 2013 and in 2014, with participation of 27 representatives of the social partners.³⁶ According to the findings of the review, for the period 2012–13, more than 20,000 young people benefited from the

³⁴ ILO: *Decent Work Country Programme for Albania 2010–13 – final review* (Geneva, 2013).

³⁵ S. Elder, et al.: *Labour Market Transitions of Young Women and Men in the former Yugoslav Republic of Macedonia*. Work for Youth Series, No. 1 (Geneva, ILO. Employment Policy Department, 2013).

³⁶ Ibid, ILO: *Decent Work Country Programme for Albania*.

activities planned in this policy document. The National Action Plan for Youth Employment 2020 and the National Employment Strategy 2020 were adopted by the government in 2015. The ILO recommendation on revised methodology of Labour Force Survey was accepted by State Statistical Office and has been acted upon ever since.

The ILO support for the development of employment policies in Montenegro covered a series of workshops and trainings. In order to promote employment and an enabling environment for sustainable enterprise, a School to Work Transition Survey (SWTS) was undertaken to provide information on the specificities of youth transitions to labour market. Ministry of Labour and Social Welfare (MLSW) representatives and the Statistical Office of Montenegro (MONSTAT) representatives attended a one-week course on labour statistics at the ILO-ITC in Turin in order to improve their skills with regard to collecting and using the SWTS data.

The tripartite constituents from Montenegro attended the ILO regional conference on ‘Labour Market Transitions of Young Women and Men in Eastern Europe and Central Asia’, organized in Geneva. A two-day workshop was organized by the ILO in cooperation with MLSW on ‘Youth employment crisis: call for action’, a subject related to youth employment under ILO’s Area of Critical importance ‘Jobs and Skills for Youth’.

In Serbia, the ILO’s support for employment policies was implemented mostly within the framework of two projects. The first one was a program called *Peace Building and Inclusive Local Development (PBILD)* which was a joint initiative implemented with the UN in Southern Serbia in the period of 2009–13. It consisted of two projects, the first being *Strengthening Capacity for Inclusive Local Development in South Serbia (SCILD)*, financed by the Government of Norway, The Swedish International Development Cooperation Agency (SIDA) and the Swiss Agency for Development and Cooperation (SDC) through the Multi-Donor Trust Fund (MDTF). The second project was *Promoting Peace Building in South Serbia (PB)*, sponsored by the Government of Spain through the Millennium Development Goal Achievement Fund (MDGF).

Six participating agencies implemented the projects’ activities: UNDP, UN-HABITAT, UNICEF, UN High Commission for Refugees (UNHCR), International Organization for Migration (IOM), and the ILO. The programme worked in partnership with the Ministry for Public Administration and Local Self-Government; the Ministry of Finance and Economy; the Ministry of Health; the Ministry of Education, Science and Technological Development; the Ministry of Labour, Employment and Social Policy; the Ministry of Youth and Sports; and local authorities, etc.³⁷ The PBILD project contributed to reducing discrepancies between southern Serbia and other parts of the country through the formation of a comprehensive and long-term partnership of local institutions to guide regional development and mitigate factors to reduce conflict.

The United Nations Office for Project Services (UNOPS) project *Occupational Skills Survey in South-West and South East Serbia* was contracted out to the ILO, based on the tools developed under the above-mentioned PBILD project. UNOPS learned about the ILO’s quality work from the Occupational Skills Survey in two districts in South Serbia covered by PBILD project. Consequently, they approached the ILO with a request to run a similar survey in a much broader geographical area of Southwest and Southeast Serbia at the end of 2012 and in early 2013. ILO undertook the survey with UNOPS funding.³⁸

Social protection

In Albania, the ILO achievements reported during 2014–15 included providing technical support to the policy groups to improve their recommendations on equal pay. The ILO provided financial support and

³⁷ ILO: *Peace Building and Inclusive Development Programme (PBILD) – Final evaluation*, (Geneva, 2013).

³⁸ Information gained from an interview with a UNOPS representative.

assisted with the design and organization of a conference held on sustainable wages policy in July 2014. The conference brought together government officials responsible for wage policies, local and foreign experts, representatives of employers' and workers' organizations, academic institutions and UN agencies.

In BIH, the ILO's progress in supporting social protection policies was based on a comparative analysis report. This report, together with its executive summary, the ILO Minimum Social Protection Floors Recommendation, 2012 (No. 202),³⁹ and the ILO publication *Social Security for All*⁴⁰ were translated and made available in the official languages of BIH. Upon request of the Federation of Bosnia and Herzegovina (FBIH),⁴¹ the ILO commented on the draft Pension Reform Strategy, noting that “*substantial improvements had been made on the revised pension reform strategy of the FBIH compared with its earlier versions. The proposed reform measures were based on the sensible policy analysis and the analysis of their long-term financial impacts*”.⁴² The FBIH SEC endorsed the strategy in September 2013.

In BIH, the ILO supported the review of existing legislation and policies in line with the HIV and AIDS and the World of Work Recommendation, 2010 (No. 200). A consultative tripartite workshop was organized to review and finalize a report and develop an implementation strategy. Training of labour inspectors was organized to integrate HIV and AIDS issues into their advisory services and regulatory functions, in accordance with international standards. Recommendation No. 200 was also translated into BIH official languages.⁴³ Although the final expected result was an “improved legal and policy framework in accordance with ILO Recommendations” this was not achieved since no changes in the legislation occurred.⁴⁴

In addition, a labour inspectorate needs assessment was carried out in BIH. A draft workplan was developed defining the activities that needed to be carried out in three areas: capacity building, strengthening social dialogue and awareness rising. The outputs reported in the Programme Implementation Report under this outcome included:

- guidelines for improving the ability of labour inspectorates to address undeclared work;
- research on undeclared work;
- a translation of the ILO guide for employers and workers on labour inspection (150 copies each);⁴⁵
- the translation of the ILO-ITC's curriculum on *Building modern and effective labour inspection systems*;⁴⁶
- a five-step guide for labour inspection;⁴⁷
- the translation of an ILO guide on investigation of accidents;⁴⁸ and
- a series of workshops and training of trainers on OSH.

³⁹ ILO: Social Protection Floors Recommendation, 2012 (No. 202) is available at http://www.ilo.org/secsoc/areas-of-work/legal-advice/WCMS_205341/lang--en/index.htm.

⁴⁰ ILO: Social security for all. Building social protection floors and comprehensive social security systems. The strategy of the International Labour Organization, (Geneva, 2012). It is available at: http://www.ilo.org/secsoc/information-resources/publications-and-tools/books-and-reports/WCMS_SECSOC_34188/lang--en/index.htm.

⁴¹ The Federation of Bosnia and Herzegovina is one of two constitutional and legal entities of Bosnia and Herzegovina, the other being the Republika Srpska.

⁴² See information available at: http://www.fBIHvlada.gov.ba/hrvatski/aktuelno.php?akt_id=3341.

⁴³ ILO: *HIV and AIDS Recommendation, 2010* (No. 200). Translation is available at: http://www.ilo.org/wcmsp5/groups/public/-/europe/---ro-geneva/---sro-budapest/documents/publication/wcms_171636.pdf.

⁴⁴ This was taken from a (Review Board meeting conclusion from 27.01.2015).

⁴⁵ ILO: Labour Inspection: what it is and what it does. A guide for employers. And, Labour Inspection: what it is and what it does. A guide for workers.

⁴⁶ See http://www.ilo.org/labadmin/info/inst/WCMS_141331/lang--en/index.htm.

⁴⁷ ILO: *A 5 step guide for employers, workers and their representatives on conducting workplace risk assessments* is available at http://www.ilo.org/wcmsp5/groups/public/---ed_protect/---protrav/---safework/documents/publication/wcms_360554.pdf.

⁴⁸ ILO: *Investigation of occupational accidents and diseases* is available at http://www.ilo.org/wcmsp5/groups/public/---ed_dialogue/---lab_admin/documents/publication/wcms_360552.pdf.

In the FYROM, the ILO promoted the need for establishing a minimum wage among the social partners aiming to ensure that the most vulnerable groups of workers had basic income security. The ILO also supported the preparation of a series of studies to measure the effects of the financial crisis over the wages in the country, identifying the existing mechanisms for calculation of wages, and a study on the benefits from establishing a minimum wage.

The ILO provided technical support to monitor the effects of the minimum wage followed by facilitating a national tripartite consultation on the effects of the minimum wage with a view to identify agreed recommendations to the *Minimum Wage Law*.⁴⁹ Additionally, the ILO assisted the country in the development of a national wage policy. The *Minimum Wage Law* adopted in late 2011, came into force at the beginning of 2012 and adjustments on annual levels were done, based on the national average salary for the previous year.

In Serbia, the ILO provided a series of trainings, implemented in 2013, for medical doctors in Serbia on the use of the new software for reporting occupational injuries. More than 250 medical doctors took part in the training in 14 towns and cities in Serbia. This project was approved by the DWT/CO-Budapest in September 2013, in response to the need to improve the reporting of occupational injuries in Serbia. This need was previously identified by the ILO study on the employment injury benefits system of Serbia.⁵⁰ The project also came as a continuation of the ILO assistance to the OSH Directorate of Serbia (under the Ministry of Labour, Employment and Social Policy).⁵¹

In 2013, in cooperation with the Serbian Government, workers' and employers' organizations, the ILO planned to host a conference on pension fund management as a response to the country's challenges to sustain the pension system while ensuring adequate benefits. The purpose of the conference was to share lessons learned and good practices in pension fund management based on international experiences, and to provide a policy forum to discuss the key issues with a wide range of stakeholders.

Strengthened institutional capacity of employers and workers organizations

In Albania, the ILO held a training of trainers workshop on creating viable and sustainable enterprises using the Enterprises Department toolkit for Enabling Environment for Sustainable Enterprises (EESE)⁵² in 2012. A country scan was undertaken in 2013 on Women's Entrepreneurship Development (WED) to identify further areas for action to support sustainable enterprises.

The ILO provided assistance and training to BiznesAlbania⁵³ board members as a response to their expressed need for a strategic plan and capacity building to organize a strategic planning process. The ILO held a training of trainers on gender issues and policies for the workers' organizations.

In BIH, capacity building activities to strengthen both employers' and workers' organizations was carried out with ILO support in the period 2012–15. These activities, addressed to representative organizations in FBiH, the Republika Srpska⁵⁴ and the District of Brcko, aimed at increasing capacities of social partners to engage in policy development. Financial support from the ILO was provided to an employers' organization in Republika Srpska to modernize its webpage.⁵⁵ The website was developed and launched in line with the

⁴⁹ See, the final review of the *Decent Work Country Programme in the former Yugoslav Republic of Macedonia*, 2010–13.

⁵⁰ ILO, DWT/CO-Budapest: *Employment injury protection in Serbia: Issues and options* (Budapest, 2012). http://www.ilo.org/wcmsp5/groups/public/---ed_protect/---soc_sec/documents/publication/wcms_secsoc_29968.pdf.

⁵¹ ILO: *Serbia: Decent Work Country Programme Document 2013–17*. Available at <http://www.ilo.org/public/english/bureau/program/dwcp/download/serbia.pdf>.

⁵² ILO: *Enabling Environment for Sustainable Enterprises Toolkit* (Bureau for Employers Activities, Geneva). Available at: <http://eeese-toolkit.itcilo.org/index.php/en/>.

⁵³ This is the largest employers' organization in Albania. See their website: <http://www.biznesalbania.org.al/>.

⁵⁴ The Republika Srpska is one of two constitutional and legal entities of Bosnia and Herzegovina, the other being the Federation of Bosnia and Herzegovina.

⁵⁵ The webpage is available here: <http://unijauprs.org/pocetna-2/>.

ToR in late 2013, but due to ongoing discussions between the employers' organizations on the future of the Employers' Association of Bosnia and Herzegovina, the website was temporarily disabled.

Workers' activities were supported by the ILO to increase their capacity to make concrete policy proposals on a General Collective Agreement at the federation level, and branch collective agreements. The ILO also provided technical and financial assistance to the Confederation of Trade Unions of Republika Srpska to celebrate World Safety Day and to update a study on collective bargaining in FBiH.

In the FYROM, support provided by the ILO to employers' and workers' organizations resulted in a significant improvement of their capacities.⁵⁶ Representatives of the Organization of Employers of Macedonia (ORM) were members of the board in relevant government institutions, such as the Agency for Employment and the Fund for Pension Insurance. Based on the ILO's EESE toolkit methodology, a report was produced in 2013 by the employers' organizations in the country.

The research findings also led to the development of the first joint Strategic Policy Framework on 'Business Priorities for Sustained Growth' drafted by the employers' organizations. In 2014 and 2015, work continued on EESE and three position papers were drafted on access to finance, entrepreneurial culture, and fair competition. This resulted in detailed policy recommendations and a 'Strategic Policy Framework for Improved Business Climate for Sustainable Enterprises in Macedonia'. The training of trainers provided by ILO to workers' organization members was especially appreciated.

In Montenegro, the ILO organized a validation workshop of a study *Building capacity of trade unions in Montenegro for better organizing and representing workers from the informal construction sector* in coordination by the Confederation of Trade Unions in Montenegro and the Union of Free Trade Unions in Montenegro. This event was the first cooperation between the two workers' organizations in Montenegro. Representatives of the Montenegrin Employers Federation, Ministry of Labour and Labour Inspection also attended the workshop.

The DWT/CO-Budapest organized two seminars within the project *Supervisory mechanisms of the ILO and collective bargaining 2012–13*. In 2015, three trainings were held in Podgorica, with the support of the ILO on new techniques for collective bargaining for the negotiation teams, as well as on supervisory mechanisms for better protection of fundamental workers' rights and methods for better management in trade unions. An ILO guide for national tripartite social dialogue has been translated and disseminated among trade union members.⁵⁷

In the period 2012–15, the Montenegrin Employers' Federation, with the support of the ILO, carried out several activities such as:

- the promotion of equality and prevention from discrimination;
- drafting the Enabling Environment for Sustainable Enterprises (EESE) in Montenegro report;
- drafting two position papers on the informal economy in Montenegro;
- receiving the Customer Relationship Management software for a client database from ILO;
- drafting the publication entitled Assessment of the environment for Women entrepreneurship in Montenegro based on a global research study called Women business in management – gaining momentum; and
- drafting the Montenegrin Employers' Federation Strategy 2013–17.

The Serbian Association of Employers carried out an assessment of the enabling environment for sustainable enterprises using the ILO EESE toolkit which assists employers' organizations to analyze the business environment and make policy recommendations for improving policy and regulatory

⁵⁶ See the *DWCP of the former Yugoslav Republic of Macedonia 2010–13 Final Review*.

⁵⁷ ILO: *National Tripartite Social Dialogue: An ILO guide for improved governance* (Geneva, 2013). Available at: http://www.ilo.org/ifpdial/information-resources/publications/WCMS_231193/lang--en/index.htm.

environment. The ILO provided training on the EESE toolkit which was subsequently used for the development of an EESE report and for drafting evidence-based position papers.

The ILO provided training on advocacy for employers' organizations, as well as ongoing technical advice and assistance on survey design and methodology, and drafting of the above-mentioned research report and position papers. The ILO provided additional technical assistance to identify potential areas for expansion of the Serbian employers' organization services, and the development of a new labour law guidebook. As part of the joint UN response to the disastrous floods in Serbia in May 2014, the ILO was engaged in a joint UN Rapid Needs Assessment.⁵⁸ The ILO also produced a guide for employers to help them in emergency preparedness.⁵⁹

In Serbia, the ILO contributed to increasing the capacity of 34 trade union activists at company level in order to mainstream gender through collective bargaining in the metal and chemical sectors. Capacities were enhanced on ILO supervisory mechanisms and their use in protecting workers' fundamental rights; on collective bargaining processes at national, sector and enterprise level; and to effectively comment and react to proposals on Labour Code amendments. The ILO also facilitated the workers' organizations contribution to the discussions on the DWCP for Serbia 2013–17.

In 2015, the ILO organized a seminar on 'Economics of the EU and EU Sectoral Policies for the Trade Unions' which addressed 18 members of the Autonomous Trade Union of Metal Workers of Serbia (Branch Trade Union of Workers in Chemical Industry, Non-metal Industry, Energy and Mining). This was planned as a pilot seminar to be extended for wider knowledge sharing among the trade union membership.

International Labour Standards

The ILO continued to provide Albania with assistance on international labour standards in order to increase national expertise and understanding of the actions necessary to implement them. Assistance included a gap analysis and the provision of technical advice on the process of harmonization of national legislation to international labour standards. The ILO assisted social partners in the process of revising the Labour Code that turned out to be a long process with the ILO investing substantial technical assistance inputs.

In BIH, in the period 2012–15, the following Conventions were ratified: Labour Relations (Public Service) Convention, 1978 (No.151) ratified on 31.03.2015, and Collective Bargaining Convention, 1981, (No. 154) in force since 26 September 2014. The ILO's contribution included carrying out a gap analysis of the legal and institutional framework for the implementation of C151, entitled *Promoting Collective Bargaining and Dispute Resolution in the Public Service*.⁶⁰ This was translated and discussed in a training workshop.

The ILO also organized a workshop of EU good practices in collective bargaining. Comments on the draft *Law on Strikes in the Institutions* of BIH were provided and several trainings/workshops on international labour standards and reporting (Turin and Sarajevo) were carried out. A national tripartite workshop on the implementation of the Labour Clauses (Public Contracts) Convention, 1949 (No. 94) and law and industrial relations in Central and Eastern European countries was also carried out.

In the FYROM, the activities for ratification of the ILO Conventions were implemented through the SEC. According to information on the ILO website,⁶¹ regarding the submission of reports by government institutions on the implementation of the selected Conventions, all reports that were scheduled for submission for 2015 have been submitted.

⁵⁸ ILO: *Serbia Floods 2014: Recovery Needs Assessment* (Geneva, 2014).

⁵⁹ ILO: *Providing continuity of doing business in cases of hazards caused by the natural disasters – guide for small and medium-sized enterprises* (Belgrade, 2015).

⁶⁰ ILO: *Promoting Collective Bargaining and Dispute Resolution in the Public Service: An ILO Training Workbook* (Geneva, 2014).

⁶¹ Available at: http://www.ilo.org/dyn/normlex/en/f?p=1000:14000:0::NO:14000:P14000_COUNTRY_ID:103555.

Montenegro has ratified four ILO conventions: one in 2012, the Maternity Protection Convention, 2000 (No.183); and three in 2015, Safety and Health in Construction Convention, 1988 (No. 167), Maritime Labour Convention, 2006 (MLC, 2006) and Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187). There are also plans to ratify the Night Work Convention, 1990 (No. 171). A national consultant finalized the legal data collection on labour legislation and collective agreements to be used in the law-making process. Montenegrin tripartite delegations and a consultant on labour law and industrial relations participated in the research conference on *Labour Law and Industrial Relations* held at the ILO-ITC.

In Serbia, the ILO provided advisory services, comparative law and practice, and supported and facilitated the consultative process. In 2015, the ILO organized a tripartite workshop on the Labour Clauses (Public Contracts) Convention, 1949 (No. 94) and organized a seminar on 'Promoting a family-friendly environment with improved maternity protection'. The ILO performed an analysis and organized a validation workshop concerning the ratification of Labour Relations (Public Service) Convention, 1978 (No.151). The ratification process did not advance, however, due to political issues within the government coalition.

In relation to international labour standards, the ILO organized a workshop in Serbia on the application of the Night Work Convention, 1990 (No. 171) which included information about the Domestic Workers Convention, 2011 (No. 181), as well as workshops on the law on strikes, labour law, and collective bargaining.

5.3.2. Contribution to the ILO cross-cutting themes of gender and non-discrimination

Despite limited availability of gender-disaggregated data for most of the projects, the contribution to the ILO cross-cutting themes of gender and non-discrimination was considered satisfactory in the sense that, not only did women actively participate in activities, but activities to mainstream gender equality also took place. In Albania, a skills needs analysis report in 2014, drafted with a contribution from the ILO, contained a gender dimension of the skills needs for the first time. In the FYROM in 2015, a report on maternity protection was produced with ILO support. Based on the report's findings, two ILO recommendations were accepted during the revision of the Law on Labour Relations in March 2015:⁶²

- Continuation of receiving social benefits by the Fund for Social Insurance during maternity leave in case the employment contract is terminated, and
- Provision of social benefits during maternity leave not related to actual conditions of the company where the woman has worked (i.e. previously the Fund waited for salary payment to other employees in the company and only after the salary has been paid for the current month, the beneficiary received the money from the Fund).

A gender and motherhood wage gap analysis was also undertaken in 2015 for the FYROM.⁶³ Two ILO publications on equal pay and promoting equity⁶⁴ were also translated into Macedonian. A study on gender equality in collective agreements and labour legislation was also carried out.

With ILO support, the Montenegrin Employers' Federation (MEF) produced a publication on women's entrepreneurship in Montenegro⁶⁵ based on a global research study on women in business management.⁶⁶

⁶² This is taken from an interview with ILO NC.

⁶³ M. Petreski and N. M. Blazevski: *The gender and motherhood wage gap in the former Yugoslav Republic of Macedonia: An econometric analysis*, Working Paper No. 6, (ILO, Gender, Equality and Diversity Branch, Geneva, 2015).

⁶⁴ These are: M. Oelz et al.: *Equal Pay: An introductory Guide* (Geneva, 2013); and M-T. Chicha: *Promoting equity: Gender-neutral job evaluation for equal pay. A step-by-step guide* (ILO, Geneva, 2009).

⁶⁵ Montenegrin Employers Federation: *Assessment of the environment for women entrepreneurship in Montenegro* (Podgorico, 2013) Available at: <http://poslodavci.org/en/publications/the-assessment-of-the-environment-for-women-entrepreneurship-in-montenegro>.

⁶⁶ The study resulted in the following publication: ILO, Bureau of Employers' Activities: *Women business in management – gaining momentum* (Geneva, 2015).

The findings from the publication were used in developing the ‘Strategy on Development of Women Entrepreneurship’. The output was also recognized as best practice and MEF representatives received an invitation to present the findings in an international context.

The Serbian Association of Employers carried out an enabling environment assessment for women entrepreneurship development, resulting in a comprehensive report entitled *Assessing the environment for women entrepreneurship* containing concrete policy recommendations for establishing an enabling environment for women entrepreneurship in Serbia. ILO support consisted of providing training on the African Development Bank/ILO toolkit for assessing the environment for women entrepreneurship.

In addition, the ILO provided technical assistance during the research and development of the WED enabling environment report. In Serbia, the ILO also contributed to increasing capacity of 34 trade union activists at company level in order to mainstream gender through collective bargaining in the metal and chemical sectors, and training seminars on the strengthening of a women’s network in the trade union was organized. The involvement of the ILO in the initiative aimed at green job creation in Serbia is an example of addressing minority inequities in the labour market, as the project addressed Roma communities involved in waste recycling.

5.3.3. Unexpected Outcomes

There was very limited evidence available from either the desk review or from the field of unexpected outcomes. This may indicate a realistic approach to planning and implementation of those interventions that generated a high degree of predictability. Alternatively, it may indicate a lack of awareness or time allocated to critical analysis of the interventions, in order to trace how changes were actually taking place.

However, two unplanned outcomes occurred during the implementation of the largest cooperation project in the Western Balkans (i.e. IPA 2010 HRD project in Albania). The project was able to adapt to changes in employment and skills policy environments. As a result of the flexible implementation approach, the relevance of the project increased. Initially, in the project design phase there was a lack of strategic vision and ownership on behalf of the beneficiary. This indicated a lack of critical review of project relevance in planning. This change contributed substantially to the success of project implementation.

In relation to the sustainability of project achievements, near the end of the project, the process of modernization of National Employment Services and VET seemed fairly sustainable from a financial point of view. Resources were allocated in the National Employment and Skills Strategy for actions in this area and the government budget for active labour market measures in 2014 tripled to US\$ 2.7 million. In spite of good strategic planning, the terms and conditions of an IMF loan to the Albanian Government significantly diminished the possibility of ambitious political reform that demanded high financial investments (e.g. for employment policies and VET reform).

5.3.4. Key success factors

The key factors of success that facilitated the results reported in the previous section were related to the ***ILO’s comparative advantage as a values and knowledge-based organization***. Constituents interviewed recognized the advantage of having access to the ILO’s knowledge base, and the ILO’s commitment to high quality knowledge production was greatly appreciated. The projects implemented in the Western Balkans involved an high number of activities that required mobilization of experts capable of delivering tasks at a high conceptual level.

Over the lifetime of the projects, the ILO demonstrated that it was an effective and constructive partner with its constituents and its role was recognized very positively. The ILO used a highly participatory approach that involved all relevant partners in the countries in the implementation and continuation of activities and projects. As the only UN tripartite organization, the ILO was perceived as being much

more participatory and consensus oriented. Its development cooperation programmes, despite occasional bureaucratic bottlenecks, were considered as having a high degree of ownership and authenticity.

The vision of decent work that the ILO promoted in the countries was also unique and highly standards-oriented. For that reason, most of the actors in employment and labour relations tended to consider the ILO as being the key player and a reliable partner for consultations around topics in these areas. Despite the delays to programme and project cycle management caused by bureaucracy, the ILO's flexibility, both in terms of programming and implementation, was recognized by partners as contributing to the relevance of its interventions in the countries during fast changing times and contexts.

5.3.5. Challenges

The ILO faced a number of challenges and constraints in attaining the expected results in the Western Balkan countries. Among the external challenges most often mentioned were political instability and political division within the social partners and the governments. A high staff turnover and constantly changing political interlocutors substantially decreased the efficiency and effectiveness of the ILO's work.

The lack of resources was perhaps the highest internal risk that the ILO had in the Western Balkans. Programme planning tended not to match resource availability. Planning often relied too heavily on uncertain resources. In the past, the DWCPs also relied too much on implicit assumptions of functional collaboration among partners and on governmental political will, which was not always the case in practice.

Furthermore, there were DWCPs that did not acknowledge the risks and assumptions of implementation. This further decreased the quality of programme management. However, DWCPs are by definition a framework for priority setting and joint ownership; they never come with a predetermined budget. If the ILO had to plan for four or five years, on the basis of resources already mobilized, it would have to set very modest targets for itself. Recent DWCP documents recognize resource mobilization as one of the assumptions for effective implementation.

5.4. EFFICIENCY

The financial information provided by headquarters and the DWT/CO-Budapest indicates that ILO expended a total of US\$ **9,157,537** in the five Western Balkan countries to achieve the results presented in the previous section over the two biennia under review (Table 4).⁶⁷

5.4.1. Dependency on extra-budgetary technical cooperation (XBTC) resources

Most of XBTC expenditures corresponded to the development cooperation projects in Albania (76.2 per cent out of the total XBTC expenditure). In Albania, the XBTC expenditure represented 94.3 per cent of the ILO's expenditure in the country over the two biennia. This was mostly represented by the IPA 2010 HRD Project and by the Swiss Development Cooperation that funded the *Local level responses to the Youth Employment Challenge Project*. However, at the end of the 2014–15 biennium, ILO development cooperation in the country was downsized to almost nothing.

The second highest XBTC expenditure was in Serbia. There were three UN joint programmes; two were implemented prior to 2012.⁶⁸ Apart from these projects, only small amounts of XBTC funds were available in the country. Due to declining interest among donors and limited resource mobilization by field staff, there was little in the pipeline prior to the period under review. The DWT/CO-Budapest turned the situation around by, among other things, entering into new strategic partnerships with other UN agencies,

⁶⁷ Data on the expenditure with the activities of the ILO-ITC for Western Balkan participants were not available for the evaluation.

⁶⁸ These projects were *strengthening capacity for inclusive local development in Serbia* and *Support to national efforts for the promotion of youth employment and management of migration*, which closed in 2012.

programmes and funds to carry out projects. Nevertheless, this shows that lack of attention to project cycles may hamper the continuity of the ILO's development cooperation in the subregion.

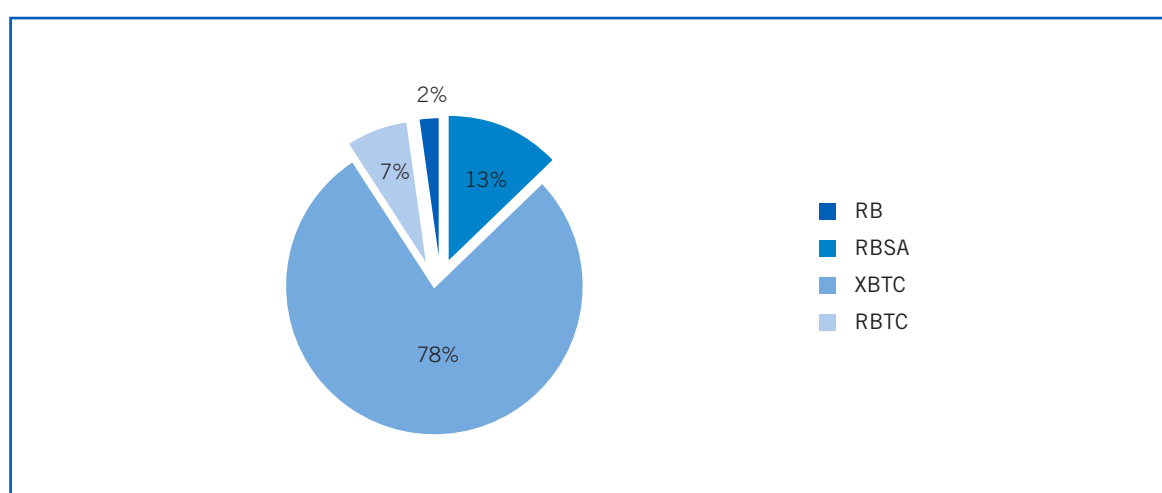
Table 4. RB/RBSA/XBTC/RBTC expenditure in Western Balkan countries (US\$)⁶⁹

Biennium	2012–13				2012–13 Total per country	2014–15				2014–15 Total per country
Country	RB ⁶⁹	RBSA	XBTC	RBTC		RB	RBSA	XBTC	RBTC	
Albania	30 054	17 006	3 164 375	30 821	3 242 256	11 554	203 647	2 297 593	34 925	2 547 719
Bosnia and Herzegovina	16 706	89 494	214 445	28 702	349 347	8 830	225 820	0	94 532	329 182
Former Yugoslav Republic of Macedonia	1 378	234 695	0	66 993	303 066	6 092	180 367	632 034	97 020	915 513
Montenegro	4 495	0	0	41 608	46 103	9 087	129 300	17 591	36 267	192 245
Serbia	51 566	144 637	782 352	33 593	1 012 148	9 555	0	56 417	153 986	219 958
Total	104 199	485 832	4 161 172	201 717	4 952 920	45 118	739 134	3 003 635	416 730	4 204 617

Technical means were used for training and provision of technical advice (Skype conferences) to increase efficiency. Another approach used by the ILO to increase its efficiency in the Western Balkan countries was translating materials into local languages. Given the cultural commonalities, materials translated in one country were sometimes used in other neighbouring countries. According to one NC:

“Whatever we can do in the region to save money we do it, for example, with translations and distributing translated materials. We recently did the executive summary from a conference on informal economy, translated it into Bosnian, printed it and then distributed it in Serbia, Montenegro and the FYROM. Other national coordinators do the same.”⁷⁰

Figure 2. Percentage of total expenditures by source of funds



⁶⁹ These expenditures include the following: 2012–13 and 2014–15 biennium seminar and mission related expenditures extracted from financial reports; 2012–13 and 2014–15 data on work months of Budapest-based professional staff. As part of the quarterly time-sheets requested by BUD/REG from 2015, it also includes DWT/CO Director's staff time.

⁷⁰ Taken from an interview with an ILO NC.

It was documented that ILO staffing was heavily dependent on extra-budgetary (XBTC) resources, particularly in the field. Overall, the ILO staff on development cooperation contracts represented 56 per cent of field staff.⁷¹ The data collected for this evaluation confirmed this trend. It seemed there was a correlation between the DWT/CO specialists working month allocations and the presence of the extra-budgetary funded staff.

For example, in Albania, the presence of the Chief Technical Adviser (CTA) as a team leader of the major development cooperation project in the country over the two biennia might explain why the number of working months allocated by the DWT/CO-Budapest specialists (including the Director) only slightly increased from one biennium to the next (Table 5).

However, it should be noted that the high reliance of the ILO's work on XBTC-funded staff – despite having short-term wins – represents, in the long-term, a loss for the ILO. Figures on the staff turnover were not available for the evaluation. However, the field evidence indicated that the temporary nature of the XBTC staff (mostly CTAs) represented both a loss in terms of institutional memory and a loss of competence when they leave the ILO.

The preparatory phases of development cooperation were very demanding in terms of technical expertise for the project design and negotiations with partners in the country (both tripartite constituents and the donors). This expertise was provided mostly by the technical specialists (including the director) in the DWT/CO-Budapest.

5.4.2. Resource allocation and needs of constituents

It was also noted that the ILO's efficiency and effectiveness was influenced by the capacity of departments at headquarters to utilize the resources to respond to requests from the field. Some departments did not spend allocated resources, while other departments did not have enough resources to respond in a timely manner to the needs of the constituents.

For example, the Serbian employers' organization addressed a request to the ILO to do an assessment of the small and medium enterprise strategy, but this request came more than halfway through the biennium when all resources had already been allocated and no funds were available. Towards the end of the biennium, the ILO department in question received the resources from other departments that did not spend their allocations and offered to allocate about US\$ 50,000 for Serbia to respond to their earlier request. The ILO offer was turned down because it came after the political momentum was gone. The pressure on certain departments to spend re-allocated funds was acknowledged and considered a programming challenge.

The number of work months invested by the DWT/CO-Budapest specialists (including the Director) in BIH tripled in the 2014–15 biennium, as compared to the previous biennia (Table 5). At the same time, the number of work months allocated to Serbia decreased substantially. This suggests that the technical support provided by the DWT/CO-Budapest Office may be caught in a zero-sum situation; when support increased in one country, it often decreased in another.

Another reason for the need to increase the work month allocation on behalf of the DWT/CO specialists for direct activities in the countries was to facilitate negotiations, to provide assistance to countries designing new DWCPs and to promote ratification of international labour standards. This was the case in the FYROM and Montenegro where the DWT/CO specialists allocated three-times and two-times, respectively, more work months in the second reference biennium as compared to the first (Table 5).

⁷¹ ILO: *ILO Field Operations and Structure and Technical Cooperation Review* (Geneva, 2014). Available at: http://www.ilo.org/gb/GBSessions/GB320/WCMS_236172/lang--en/index.htm.

Table 5. Working months allocated by the DWT/CO-Budapest Specialists for Western Balkan countries

Country	Number of working months	
	Biennium 2012–13	Biennium 2014–15
Albania	12	14.35
Bosnia and Herzegovina	6	17.8
former Yugoslav Republic of Macedonia	9	30.45
Montenegro	4.5	8.4
Serbia	11.85	9

The time and effort invested by the ILO's field staff was a serious concern. The DWT/CO-Budapest staff reported challenges in terms of covering 19 countries (including Kosovo), despite the fact that the ILO was active in only eight of them. The DWT/CO-Budapest Director covered the strategic and technical work, the internal administration and the financial management, which was reported as being very challenging.

The Director also coordinated closely with the ILO Office for the European Union and Benelux countries (ILO-Brussels) to ensure resources and continuity of the ILO's work. For the Western Balkan countries, the Instrument for Pre-Accession Assistance (IPA) programme was the main funding instrument. This instrument has certain particularities in terms of accessing the funds. Currently, it appears that the DWT/CO-Budapest Director receives support from ILO-Brussels, but there does not seem to be a staff member there with experience in IPAs.

Technical expertise available in the DWT/CO-Budapest consisted of only six specialists, each supporting more than one technical area. For that reason, support from headquarters was very much needed. There were situations when the ILO was less involved in certain technical areas, e.g. in occupational safety and health (OSH), because the demand by the constituents exceeded the ILO supply (i.e. there were no OSH specialists available in the DWT/CO-Budapest, only in headquarters).

The ILO headquarters backstopping was uneven and, apparently, sometimes quite difficult to obtain. It largely depended on the capacity of the technical departments in headquarters. In some instances, the limited support received from headquarters was assumed to be determined by the shortage of specialists at this level: *"we are not sure we can always count on headquarters, because headquarters does not have many technical specialists either."*⁷² It may be a matter of not knowing who was in charge of the respective technical area, due to staff turnover in headquarters.

In addition, staff changes contributed to a lack of continuity in the work. This was because each successive staff member had a different set of competencies. For example, one technical specialist might have competence in wages, while his/her replacement might know nothing about wages and he/she might be an expert in employment.

The DWT/CO specialists felt that communication with headquarters was not as frequent as it had been in previous biennia. For that reason, the collaboration between DWT/CO specialists and the headquarters specialists could be transactional (formal) or relational (person to person). This evidence pointed to the fact that ILO technical specialists often relied on the latter. For that reason, the efficiency of the collaboration between headquarters and field staff was a matter of personal relations, rather than of prescribed procedures of the organization.

The coordination between the field staff and headquarters was also mentioned at the country level. For example, certain types of technical expertise could not be requested from the country level, it could only

⁷² Obtained from an interview with a technical specialist in the DWT/CO-Budapest.

be obtained by DWT/CO specialists. This was justified as a way to avoid overloading the headquarters specialists, in these circumstances where resources were available at a closer level to the field. The urgency of this issue was heightened in cases where there was no technical expertise available in the DWT/CO-Budapest team and only a limited availability of/access to technical expertise at headquarters in some critical areas of work.

At the country level, there was also the perception of a gap in the work of the NCs within the DWT/CO-Budapest team, especially from an administrative point of view. The delays in launching technical cooperation projects were mentioned by the NCs and by some strategic partners. There seemed to be bottlenecks both at the DWT/CO and at the headquarters level.

For example, the mobilization of the team for the EU-funded IPA 2010 HRD Project in Albania seemed to be slow. While the project start date was September 2011, the team was in not place in March–April 2012. Following all the logistical arrangements, the full project implementation started in May 2012. Difficulties were reported in finding qualified staff that were readily available and willing to relocate for 24 months to Tirana. It should be noted that the preparatory phases for launching the project were the responsibility of DWT/CO-Budapest. In Serbia, the start of the *Country level engagement and assistance to reduce child labour (CLEAR)* project was delayed for over two years because of a headquarters delay in releasing the funds.

The NCs reported that the ILO was confronted with considerable challenges related both to its efficiency and effectiveness in the field. These challenges arose from the structural constraints of the ILO's non-resident agency status and the lack of resources for administrative and/or secretarial support to the NC's. Given that the EU's role as the main funder for the subregion is increasing, the NCs were expected to play a role in resource mobilization activities. However, the current workload of NCs make this an almost impossible task unless their roles and priorities change.

The International Training Centre (ILO-ITC) also allocated resources to help meet the needs of the constituents. However, according to data provided by the ILO-ITC, the number of participants in the ILO-ITC's activities was reduced by more than half during the second biennium. A more in-depth analysis of this finding would require additional data about the funding sources for the participants; data that was not available for the evaluation. This finding corresponds to the interview data, especially with regard to the DWT/CO specialists, who tended to favour less capacity building of the tripartite constituents.

It was felt that strengthening the knowledge base could be better achieved through activities taking place in the countries with a higher involvement of partners in the dissemination and use of what was already achieved in the region. It was expected that this approach may not only be more cost-efficient, but could also increase the impact of the respective activities because it was better adjusted to the countries' context and needs. Nevertheless, the overall reduction of resources invested by social partners in activities with the ILO-ITC in the period 2014–15 might have substantially contributed to the declining number of participants in such activities.

5.4.3. Regular Budget expenditures

At headquarters, it seemed difficult to access Regular Budget (RB) expenditure information including technical specialists' work months spent to support the CPOs in the Western Balkan countries. Because of the changes to the ILO's organizational chart, some headquarters departments were unable to provide the evaluation team with information on the amount of RB support (i.e. staff cost/work month) that they provided to Western Balkan countries for the 2012–13 biennium.

The evaluation team was told that, it might be possible to provide some of this information for the 2014–15 biennium, but only with great difficulty. It would require a review of headquarters RB spending on individual countries, as well as subregional activities. Such a review would include the Western Balkan countries, as well as the staff cost/work month spent to support the relevant CPOs. This implies that

the time reporting records of individual departmental staff (which might be large with several units and branches) would require tracing, something that is not done in practice.

5.4.4. Synergies among Western Balkan countries

The evaluation team identified two types of approaches to the ILO's work among Western Balkan countries: (1) country activities or projects, and (2) multi-country projects. Country activities or projects created a platform for sharing information, experiences, learning and good practices. However, multi-country projects seemed to be more efficient in terms of resource mobilization and managing the implementation process.

Multi-country projects appeared to involve less development cooperation staff than country-focused projects. Knowledge, materials, tools and guides produced within the framework of country activities were also used in other countries (this was possible in this subregion due to the common cultural and language heritage). This approach not only facilitated knowledge sharing, but saved resources that otherwise would have been necessary for producing separate materials for each country.

Inviting participants from the neighbouring countries within the subregion to country events increased sharing experiences. It also ensured a more efficient and effective way to promote awareness raising on international experiences. Usually, these events had presentations from international experts who were otherwise not easily accessed and whose participation would be much more costly if invited to each country separately.

The field evidence indicated a fair level of cooperation among Western Balkan countries within ILO projects. For example, in Serbia, the ILO organized a subregional workshop for employers' organizations of the countries of ex-Yugoslavia on *Transposing EU Directives into Domestic Legislation to Support a Business-Friendly Environment* in 2012.

The workshop was attended by 21 participants from several employers' organizations from the countries in the subregion such as:

- Association of Employers of Bosnia-Herzegovina
- Association of Employers of the Federation of BiH
- Union of Employers' Association of Republika Srpska
- Employers' Association of Brcko distrikt BiH
- Organization of Employers of the FYROM
- Business Confederation of the FYROM
- Montenegrin Employers' Federation
- Serbian Association of Employers (SAE)
- Croatian Employers' Association
- Association of Employers of Slovenia (ZDS)

Participants discussed the lessons they learned from each other and some possible development plans for future employers' organization involvement. In 2015, three trainings were held with ILO support in Montenegro on new techniques for collective bargaining for negotiation teams, as well as on supervisory mechanisms for better protection of fundamental workers' rights and methods for a better management of the trade unions. The report, available in Serbian, was also disseminated in BIH and Serbia.

Montenegro hosted a major ILO regional conference on ways to formalize the informal economy,⁷³ attended by tripartite delegations from 16 countries from Europe and Central Asia, as well as by ILO

⁷³ Information on the conference is available at: http://www.ilo.org/europe/info/news/WCMS_404415/lang--en/index.htm.

experts. Participants formulated coherent and tailored policies and programmes to boost the fight against informality in the region. The conference also provided an opportunity for participants to learn about the Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204). The participants were representatives of state institutions, employers' and workers' organizations from Europe and Central Asia.

Over the two biennia, DWT/CO-Budapest has also implemented projects that addressed synergies among countries in a more systematic way. For example, the *Formalization of the informal economy in South Eastern European countries and Moldova* project⁷⁴ implemented in the second biennium aimed at strengthening the capacity and commitment of governments and the social partners to design and implement policies and measures. Through the formalization of the informal economy, the quality, decency and productivity of jobs could be improved.

This project covered all five Western Balkan countries, plus Moldova and Ukraine, and facilitated knowledge sharing and exchange at the level of policies and practices. The project *Improved functioning of social dialogue institutions*⁷⁵ implemented by the ILO in the same countries, and in the same biennium, aimed to increase knowledge of governments, workers' and employers' organizations in the Western Balkan countries, as well as in Moldova and Ukraine. The project focused on European comparative labour and collective bargaining law and practice, as well as providing a comparative analysis on legislative reforms.

The *Enhancing collective bargaining and amicable settlement of labour dispute mechanisms in Bosnia and Herzegovina, the former Yugoslav Republic of Macedonia and Moldova* project was a development cooperation initiative implemented during the period 2012–14. The project represented a strategic combination of country-focused and subregional interventions aimed at strengthening social dialogue and relevant mechanisms in BIH, the FYROM and Moldova. The social partners' representatives considered the international experience to be important. However, the subregional experience was considered as having more potential for successful replication in the countries that are dealing with issues previously addressed in other countries in the region.

Overall, it should be noted that not much reference was made to the synergies among countries either in the evaluation reports, other project related documents or during the interviews. However, efforts undertaken at the field level to promote exchange of experience among countries in the subregion, and the discussions at the level of the Regional Office in Geneva on having more subregional projects, seemed to be in contradiction with the ILO practice of that reporting to the Governing Body by country. This practice was sometimes perceived as an expression of lack of support for subregional cooperation. This did not mean, however, that the Office was discouraging subregional work. This challenge could be addressed by tracking country outputs/outcomes in the context of subregional programmes.

5.4.5. Synergies amongst ILO and strategic partners

The synergies among ILO activities and those of strategic partners were mentioned in all countries with focus on three main factors: (a) the individuals involved; (b) the culture of the institutions; and (c) the country context. Thus, the ILO's work in Albania was highly complementary with the work of partners both from inside the UN (e.g. the UN's Delivering as One initiative) and outside the UN system.

The donor community contributed to the drafting of the National Employment and Skills Strategy (NESS) that was included in the IPA 2010 HRD project in Albania. The NESS which was part of the strategic discussions on VET sector interventions (including participation in the DACH-Plus Group⁷⁶ and

⁷⁴ Information on this project is available at: http://www.ilo.org/budapest/what-we-do/projects/WCMS_300417/lang--en/index.htm.

⁷⁵ Information on this project is available at: http://www.ilo.org/budapest/what-we-do/projects/WCMS_300410/lang--en/index.htm.

⁷⁶ The DACH-PLUS Group is a mix of donor-funded projects working for Vocational Education and Training Reform in Albania.

the Sub-sectoral Employment and Skills Development Working Group). Strong links with the European Training Foundation (ETF) were also established, primarily for the design of the NESS. The close cooperation with GIZ, Kulturkontakt, Swisscontact, and Helvetas/Partner Albania continued throughout the implementation of the IPA 2010 HRD Albania project, which made the undertaking of specific joint initiatives possible (e.g. for the revision of VET legislation and the evaluation of the Employment Promotion Programme).

The results of the ILO's participation in the Delivering as One initiative were positive. In practice, there were bottlenecks generated by the competition for funding, as in the case of Albania, especially with UNDP (ILO's main partner in the country). The project on *Local-Level Responses to the Youth Employment Challenge in Albania*⁷⁷ was a successful joint effort of the ILO and UNDP aimed at promoting employability and income opportunities for youth.

According to the UN Resident Coordinator in Albania, despite very good technical contributions, the ILO was perceived by the donor (Swiss Cooperation) as not having a strong presence in the country and as being slow in implementation. However, the perception of slow delivery on the Swiss project was mainly because a large part of the ILO budget was set up for grants, which could only be released once preparatory work had been concluded. In addition, the field evidence indicated that Albania was one country where UNDP had been trying to take over the employment portfolio from the ILO to make up for their own budget cuts. The ILO did propose a common programme approach, but in practice, it was never taken up by UNDP.

It should be noted that these challenges were not perceived as an ILO performance issue.

*"It's more an issue of the ILO presence in the country. I was not always sure who my ILO partners with whom to discuss issues are. I haven't been sure if talking with the CTA means also talking with the NC and vice versa and if talking to one of them means that ILO corporate is also involved. But more recently, with the current DWT/CO Director and the employment specialist I might say that they are much more hands on, there is better alignment of the ILO in the UN system, so I have appreciated that partnership."*⁷⁸

It was reported that, in Albania, the ILO had a complicated process of transition concerning the NC position in Tirana. This caused some difficulty in the ILO's participation in the UN country team work. As a consequence, the project expert was also the acting ILO representative for a period of time.

In BIH, competition among UN agencies was also reported as being high. Sometimes UNICEF implemented projects that 'traditionally' had been carried out by the ILO (for example, the project *Social Protection and Inclusion System*).⁷⁹ In spite of the inherent difficulties, there were some success stories regarding the cooperation of the ILO with other agencies (e.g. UNDP and GIZ) such as in the case of the *Local employment partnerships project*. With regard to this project, the donor (EU) stated:

*"ILO is selected as an implementing party because of the comparative advantage and experience it has related to labour measures therefore it is believed that resources will be utilized in an efficient manner contributing to the development of the labour market."*⁸⁰

In the FYROM, the coordination of activities with other organizations was arranged through participation of the ILO NC in consultative meetings. For example, the ILO NC was a member in the Steering

⁷⁷ Information on the project is available at: http://www.ilo.org/budapest/what-we-do/projects/WCMS_250898/lang--en/index.htm.

⁷⁸ Interview with UNDP Resident Coordinator.

⁷⁹ Interview with a UN Resident Coordinator.

⁸⁰ Interview with an EU Delegation official.

Committee of the IPA project on undeclared work and coordination with other UN agencies was done on a high level. One European delegation official reported:

“In the period 2012–15, we have had several attempts of addressing project proposals to different donors. Unfortunately, these were unsuccessful. Together with UNDP, UNICEF, UN Women and UNHCR we tackled important issues such as employment of disabled persons.”⁸¹

For the new UN partnership on the Sustainable Development Programme 2016–20⁸² in the country, the ILO NC was a chair of Priority 5 on ‘Employment’. In terms of cooperation between UN agencies in the country, the ILO and UNDP organized a major joint international conference on employment in 2015 in Skopje, with representatives from 15 countries and attendance of the Regional Directors of the ILO and UNDP.

5.4.6. Relationship with counterparts

According to a European delegation office, the ILO NC in the FYROM had a close relationship with the stakeholders:

“I regularly meet the ILO NC and discuss issues for programming and how we could close the gap here and there, e.g. IPA2 funds for the next seven years, what is ILO planning etc. ... it is a very important and useful cooperation and new in the country. The ILO NC is very knowledgeable when it comes to the labour market and together with UNDP and Swiss Development Cooperation we discuss what is happening on the ground in the implementation and it is very useful. ILO and UNDP have local staff who are helping us a lot since they provide very good quality information highly relevant to the situation on the field.”⁸³

In Serbia, the ILO was involved in UN joint programmes and projects throughout the country by providing technical and financial support without a perception of competition for funding. The cooperation projects that the ILO implemented in Serbia were in partnership with UN agencies (UNOPS, IOM, UNDP, UNHCR, UN-HABITAT, and UNICEF). The UNDP Country Representative in Serbia noted:

“In the two projects we implemented together, ILO was very active. These were big projects. We appreciated that ILO, with only one staff (ILO NC) and maybe one assistant, dealt with all the activities. This is not sufficient. It would be nice if ILO would have a stronger presence in the country. Maybe with project staff the ILO NC could do more in the country.”

In the FYROM and Serbia, the EU Delegation acknowledged the contribution of the ILO NC in terms of policy advice. The inputs provided by the NC to the UNDP Country Progress Report were considered very valuable, especially in relation to the employment and social policy domains. The information “from the ground” on the progress of social dialogue in the country resulted from the NCs’ regular contact with social partners and was very much appreciated. In terms of putting together multiple donor funds, the UNDP final narrative report points out:

“... donors prefer to join their funds with UN agencies as implementers, since the UN is seen as politically reliable implementer and joint funds are leading to increased visibility of small-scale donations. PBILD showed that two projects could run two different budgets, not necessarily with the same reporting requirements. Joint programming, as a

⁸¹ Ibid.

⁸² See the Sustainable Development Goals webswite at: <https://sustainabledevelopment.un.org/>.

⁸³ Ibid, Interview with an EU Delegation official.

modality to implement complex and innovative interventions, is effective when underpinned by robust design logic, with clearly assigned responsibilities among participating UN Agencies, and an extensive involvement of national and local partners in all stages of the project cycle.”⁸⁴

It was reported that due to the ILO’s mandate, expertise and connections, the MDGF funded joint project *Support to National Efforts for the Promotion of Youth Employment and Management of Migration* implemented in partnership by IOM, ILO, UNDP and UNICEF **managed to get Government cost sharing**. The project got US\$ 6,143,000 funded by the MDGF and US\$ 1,900,000 funded by the Government of Serbia.⁸⁵

5.5. IMPACT

5.5.1. Legal and institutional changes

The ILO’s work had greater impact in law reform and institution building than in other socio-economic areas. Factors that inhibited the ILO’s impact included limited resources of the ILO and a modest presence in the countries. Other factors included structural challenges in the society such as: lack of dialogue; lack of ownership and awareness on behalf of the tripartite constituents of the structural changes initiated as part of the EU Accession process; and disruption between changes initiated at the central level and those at the local level.

Despite a somewhat less visible socio-economic impact, the ILO’s work had a critical contribution in some countries. Moreover, the need for continued assistance to the concerned institutions during the implementation of the legal and institutional changes remained. This is because it generally takes longer than the usual life span of a project implementing legal and institutional changes to have an impact on socio-economic variables.

5.5.2. Strengthening the capacity of the tripartite constituents

Even though it is a part of the ILO’s core mandate, work on strengthening the capacity of the tripartite constituents was reported as having minimal impact. This can be attributed, in part, to deeply rooted mind-sets and institutional structures that require time to change. It was reported that social partners continued to be left out of consultations and were not perceived as being active enough.

Workers’ organizations remained highly politicized and represented mostly public sector employees. The workers’ organizations were seen as not providing sufficient services to their members and, in some countries, even their membership was questionable. Many workers were not registered, with some people ‘wearing two hats’ of both employer and employee. Some people were more or less self-employed and there was an expectation that the ILO would get involved more substantially in defining these workers. In fact, social dialogue was not as effective as it should have been with weak social partners and the governments being comfortable with this situation.

The ILO support to the social and economic councils showed some results in all five countries, especially in terms of meeting more often or regularly. However, despite ILO assistance to the revitalization of these tripartite bodies, their effectiveness was still questioned, especially by international partners (e.g. EU Delegations, NGOs, and some donors).

⁸⁴ UNDP, et al: *Promoting peace-building and inclusive local development (PBILD) in Serbia: Final programme narrative*, March 2013. Available at: <http://mptf.undp.org/document/download/11448>, p. 31.

⁸⁵ Taken from an interview with the UN Resident Coordinator in Serbia.

5.5.3. Impact orientation

Some of the interventions implemented in the Western Balkan countries had potential for leading to wider changes. This could be accomplished by embedding the results in an existing or a new system that would support future development. For instance, more systemic changes of the interventions addressing mechanisms for amicable labour dispute resolution will be visible in the upcoming years. In the future, the benefits to the beneficiaries (i.e. the users of these mechanisms) will be measured, the level of utilization of the mechanisms will be observed, and the nature of labour relations possibly may change.

The interventions in the area of employment created foundations for improving the match between labour supply and demand. This would result in better functioning of the labour market and would strengthen social cohesion of the labour market in the countries. The wide national consensus around new employment policies has the potential to foster decent job opportunities. This could lead to a gradual transition from passive unemployment to modern client-oriented public employment services and, eventually, to increase the employment rate.

5.5.4. Achievement of UNDAF outcomes

The ILO contribution to the achievement of UNDAF outcomes seemed not to have achieved much recognition on behalf of the UN Country Team members outside the outcome of addressing employment and equitable access in the labour market. This was perhaps due to the fact that the UNDAF remained a process much more than an actual joint programme.

In most of the countries, the NC contributions were more highly recognized than the contributions of the ILO, as a corporate entity. There were exceptions, for example, in Serbia, where both the ILO NC and the agency were recognized as contributors to the UN system achievements in the country. Due to the ILO's mandate, expertise and connections, the MDGF-funded joint project *Support to National Efforts for the Promotion of Youth Employment and Management of Migration* managed to secure government cost-sharing. The project received US\$ 6,143,000 funded by the MDGF and US\$ 1,900,000 funded by the Government of Serbia.⁸⁶

5.6. SUSTAINABILITY

5.6.1. Factors behind sustainability

The sustainability of the ILO's work is partially influenced by external factors over which the ILO has no control. These factors include labour market conditions, structural rigidities that continue to hamper job creation, and restrictive government budgets. There is an urgent need to eliminate obstacles to employment, improve flexibility in the labour market, and increase the participation rate. A mismatch of education and labour market needs is also seen as one of the main challenges related to the sustainability of labour market reform and employment.

Social dialogue through the empowerment of tripartite economic and social councils can play a role and enhance long-term sustainability of measures. It can do this by promoting a regular platform for discussion and decision-making on policies and strategic options. However, the sustainability of social dialogue depends on the human and financial resources of social partners, as well as on the political will of decision makers. Strong evidence from all five countries indicated that the ILO's support to the social economic councils showed results only in the cases, or for the periods of time, when the political will of the governments triggered the desired results.

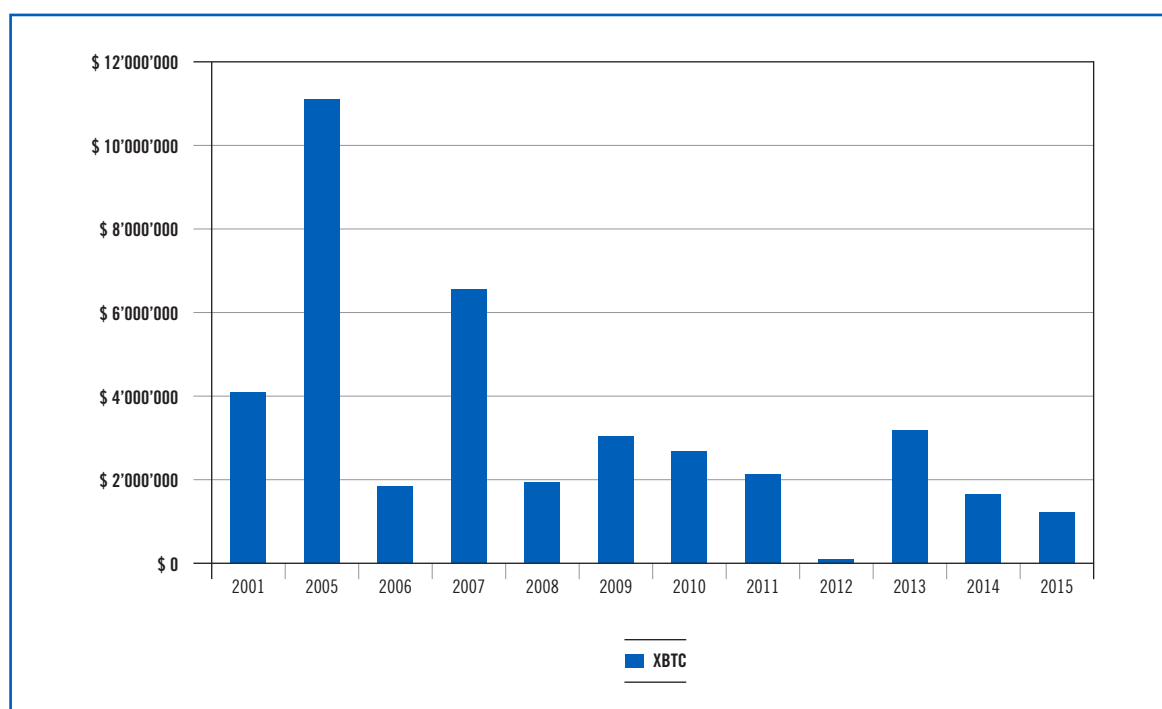
⁸⁶ Taken from an interview with a UN Resident Coordinator.

Frequent political changes also slowed down the process of implementation of activities related to social dialogue. In addition, the sustainability of social dialogue depends on the human and financial capacity of the social partners, often reported as modest in all five countries. For that reason, the governments tended to treat the social partners “as observers, not as dialogue partners.”⁸⁷ The economic crisis was also an important factor affecting the effectiveness of social dialogue, as it undermined the «flexicurity» model mentioned earlier.

5.6.2. Declining interest of donors

The limited sustainability of the ILO’s work in the Western Balkans was also affected by the declining interest of the donors for this subregion (see Figure 2). All five countries are upper middle-income countries and are either candidates or potential candidate countries for EU Accession, where the main funding instrument is the IPA.

Figure 3. ILO XBTC for Western Balkan countries⁸⁸



Overall, the perception of the ILO stakeholders was that in the process of country preparations for EU membership, there would be high demand for the ILO’s services. This demand would primarily be for supporting the negotiation chapters related to employment and social policies, and those related to enterprises and industrial policies. It was recognized that, despite having very few EU-funded projects implemented by the ILO in the subregion in the past, the portfolio of EU-funded projects was recently seen as increasing.

At the same time, the dominant role of the EU as a donor in the Western Balkans does imply some fundamental changes in the way the ILO mobilizes resources and implement projects. In the future, for example, there might be initiatives implemented by the ILO and funded by the EU from sector budget support. High youth unemployment, together with the layoffs from restructured enterprises and public

⁸⁷ Taken from an interview with a representative of a workers’ organization.

⁸⁸ The XBTC data was provided by the Partnership and Field Support Department (PARDEV).

administration, will increase the need for better targeted active labour market measures (e.g. preventive measures, individual employment plans, etc.).

Nevertheless, preparation of development cooperation projects with EU funding will require substantial resources. This is especially the case for the DWT/CO-Budapest specialists (including the Director), and the NCs, who only have very limited time to allocate to resource mobilization tasks.

5.6.3. Subregional focus

The current shift from country-focused development cooperation projects to those with a wider subregional focus seemed to be supported by the demonstrated efficiency of recent synergies among the countries or the multi-country projects implemented to date (see section 5.4.4.). Therefore, there appears to be a preference in current and future orientation of the ILO's work toward this approach.

For example, this year the ILO began implementation of the new project *Economic and Social Affairs Platform*,⁸⁹ in cooperation with the Regional Cooperation Council. The project will strengthen the subregional cooperation and institutional capacities of Western Balkan governments, employers' and workers' organizations, as well as other tripartite institutions, enabling them to jointly adopt and effectively implement labour market and social policy reforms to advance their EU pre-Accession process.

Despite estimated achievements that will result from cross-country cooperation in the Western Balkan countries, there are stakeholders who perceive this approach as a loss both in terms of relevance and sustainability for their country context. The ILO stakeholders' expectations of development cooperation projects increased in terms of the complexity of interventions, and they also increased in terms of sophistication (better documented technical solutions backed up by stronger practical evidence on what works). Meeting these expectations requires interventions and approaches of a more complex and perhaps systemic nature, and they will be more difficult to design and implement in multiple-country projects. This may become a programming challenge for the ILO in the coming years: "*ILO is trying to cope with systemic issues through technical means and it is not working.*"⁹⁰

5.6.4. Sustainability of the ILO's work

Sustainability of the ILO's work might be examined from a two-fold perspective: (1) what is the ILO's capacity to ensure sustainability? And, (2) what is the capacity of the ILO's partners to take over and sustain the achievements resulting from collaboration with the ILO? In the period under review, establishing continuity of the ILO's work in the Western Balkans was challenging for several reasons:

- the status of the NCs in the countries did not allow them to engage in substantial resource mobilization activities;
- the design of the DWCPs were rather general and overambitious;
- no large development cooperation projects in the pipeline (with ILO presence "downsized to almost nothing compared to the portfolio ILO had 10 years ago");⁹¹
- much less RBTC and RBSA funds available for the Western Balkan countries;⁹² and
- a shift of the ILO approach from country focused projects to regional projects.

⁸⁹ Information on this project is available at: http://www.ilo.org/budapest/what-we-do/projects/WCMS_456936/lang--en/index.htm.

⁹⁰ Taken from an interview with a DWT/CO-Budapest specialist.

⁹¹ Interview with the ILO CTA and team leader of the IPA 2010 HRD project in Albania.

⁹² However, more recently, the situation improved with the DWT/CO-Budapest reporting that RBTC funds increased in 2016–17.

However, more recently, the situation improved in the sense that, according to the DWT/CO Budapest, the RBTC funds increased in 2016–17. The ILO partners' capacity to engage in sustainability efforts was narrowed by a mainstream political approach defined as 'keep the status quo'. This points to a lack of political will to achieve major structural reforms in the countries, not just on behalf of the decision makers, but also on behalf of the social partners who also can be resistant to change. In such circumstances, the chances for increasing sustainability appear to be linked to: better focus of the DWCPs, improved alignment of priorities in line with partners' resources and commitment; and to increasing the role of the DWCP Overview Board to identify the best prospects for achieving continuity of those interventions piloted or launched with ILO assistance.

6. CONCLUSIONS

6.1. DWCPs IN THE WESTERN BALKAN COUNTRIES

In most Western Balkan countries, the ILO's work was addressed by the second or third generation DWCP, with the exception of Montenegro, where the current DWCP (2015–17) was the first. All the DWCPs were aligned with the international and national development frameworks, as well as with the ILO Strategic Policy Framework objectives. In most cases, this alignment was traceable in the results matrix that accompanied the DWCP documents (except for Montenegro and the FYROM's DWCP 2015–18).

The approach to the development of DWCPs has evolved over time. The first DWCPs were developed using a top-down approach. The DWCP documents were drafted by the DWT/CO-Budapest with little consultation. However, by the second or third generation, the DWCP documents were developed through consultations with the tripartite constituents. In the last biennium, DWT/CO-Budapest increased its efforts to strengthen the ownership of the constituents. The proliferation of competing initiatives has created a fragmented approach to development that can be confusing to stakeholders. This caused difficulties in understanding the overall picture and participating in complementary efforts.

Better alignment of the DWCPs did not automatically translate into activities that would be implemented in the programming cycle. Implementation depended on resource mobilization (which was assumed by all parties to be an ILO core mandate) and on the capacity of partners to contribute to the implementation. Due to resource gaps in the Western Balkan countries, the key issue was not so much related to setting priorities, as it was to aligning priorities to the level of resource mobilization. For this reason, and for others related to changing economic and political realities in the countries, the flexibility of the DWCP was appreciated both by the beneficiaries and the ILO staff at the country level. This flexibility was more cautiously considered in the DWT/CO-Budapest as well as by the Strategic Programming and Management Department (PROGRAM) for reasons of maintaining accurate planning and reporting.

6.2. OVERALL STRATEGIC APPROACH IN THE WESTERN BALKAN COUNTRIES

In response to Western Balkan country priorities, the ILO's work was clustered around four main areas: employment, social dialogue, social protection and international labour standards. The interventions in these areas included subregional activities and projects implemented in the countries. Among the subregional activities, the most successful seemed to be those related to: formalization of the informal economy, improving social dialogue, improved labour dispute settlement, employment, and labour market policies.

The projects addressed youth employment, green jobs promotion, improvement of social dialogue within the Social and Economic Councils, occupational safety and health, improvement of labour inspection performance, and establishment of minimum wage mechanisms. The Western Balkan countries seemed to

be better placed than the other countries in the region, for adopting international labour standards. Their average number of ratifications of Conventions was 72 compared to around 60 in Central and Eastern European countries. However, much remains to be done for applying these standards in practice.

6.3. RESULTS-BASED MANAGEMENT PRINCIPLES APPLIED IN WESTERN BALKAN COUNTRIES

Results-based management principles were applied in all DWCP cycle (design planning, implementation and reporting) and at all levels (from country to headquarters). There was, however, an disconnect between programme planning and resource mobilization. This was reflected in the IRIS system as being a high number of pipeline CPOs. This may be considered as demonstrating a lack of capacity to prioritize, or as a resource mobilization problem. In practice, it was often the latter, which was a more mechanical way of approaching the work.

In the Western Balkan countries, it was considered that the rules that govern the system of CPOs actually fragments ILO's efforts and encourages working in silos rather than creating synergies and working together across outcomes. Creating a CPO without funding or with partial XBTC funding leads to difficulties in achieving and reporting results. The shift of the ILO from 19 to 10 corporate outcomes may contribute to the reduction of the unnecessary high volume of CPOs.

Another challenge to embracing results-based management was generated by the gap between reporting to the donors and the ILO's own reporting system. The ILO's reporting systems (such as internal reporting and donor reporting) were not completely accurate or harmonized.

For example, some CPOs reported in the Programme Implementation Report were not mentioned in the DWCPs or reported in the DWCP results matrix and the associated monitoring plan. Conversely, not all achievements at the country level were reflected in the implementation reporting. On the whole, however, the DWCP framework, including its results matrix and monitoring plan, helps to promote results-based management in all countries in the Western Balkans.

6.4. ORGANIZATION AND MANAGEMENT OF THE DWT/CO-BUDAPEST

One of the main challenges to the ILO in the Western Balkan countries was getting enough support to the DWT/CO-Budapest from ILO headquarters. The origin of this challenge is that the DWT/CO-Budapest was originally setup to assist the former communist countries in reform. At its inception, there were fewer countries than today. Since the breakup of Yugoslavia, there are many more countries and this implies much more work in the subregion as compared to previous times. This is compounded by the fact that countries of the Western Balkans have taken different political paths (e.g. new EU Member States, candidate countries, associated countries, neighbouring countries, etc.).

Overall, the subregion's cultural and political diversity is challenging. The initial set-up of the DWT/CO is not adequate to address these new developments. There were only six specialists, there were no international labour standards or resource mobilization specialists, and each of the existing specialists have responsibility for more than one technical area. For this reason, there is a need for more support from headquarters. Additionally, the DWT/CO Director is expected to manage the strategic and technical part of the Office's work, as well as the resource mobilization and administrative work.

Because of the NCs active presence in the Western Balkan countries, they were a very valuable asset for the ILO. However, they faced challenges in relation to their official status and the resources available to them were very modest. These limitations may have had opportunity costs in terms of strategic intervention of the ILO in Western Balkan countries. The costs were related to the quality of the interventions and the efficiency of partnerships that were developed at the local level. Development cooperation projects

experienced bottlenecks during implementation and this was often mentioned as an ILO administrative limitation by both the ILO staff and the partners.

6.5. FUTURE PERSPECTIVES FOR THE ILO IN THE WESTERN BALKAN COUNTRIES

The sustainability of ILO's work in the Western Balkan countries has some big challenges related to staff competence and to continuity of interventions. During the biennia examined by the evaluation, the competencies were present; continuity, however, remained an issue. Due to declining interest among donors and limited resource mobilization by field staff, there was little in the pipeline prior to the period under review. The DWT/CO-Budapest turned the situation around by, among other things, entering into new strategic partnerships with other UN agencies, programmes and funds to carry out projects. Nevertheless, this shows that lack of attention to project cycles may hamper the sustainability of the ILO's development cooperation in the subregion and that exit strategies need to be considered from the start.

The continuity of the ILO presence in the Western Balkans requires full understanding of the particularities of the subregion. The subregion is made up of small, middle-income countries, with common cultural and historical backgrounds, but currently with different paths of progress and challenges. The subregional collaboration was present over the reviewed biennia bringing knowledge and experience sharing, but country interventions seemed to have more stable and systemic effects.

6.6. RELATIONS WITH STRATEGIC PARTNERS

The ILO's partnerships with UN agencies in the region were planned and reported within the country UNDAFs. There were no challenges related to the alignment of the ILO's agenda with the UN system's objectives in the Western Balkan countries. The ILO's leading position for technical capacity in employment and labour relations was widely recognized both among UN agencies and outside the UN system. The challenge that the ILO had was to demonstrate administrative and financial capacity in sustaining its collaborations and to participate in joint projects without diluting its tripartite approach and decent work concepts. The ILO's visibility and brand recognition seemed to encounter some challenges within the EU-funded projects, due to the EU's very strict rules regarding visual identity. Nevertheless, the ILO's contributions and technical expertise was highly appreciated, even in the countries where competition for funding among UN agencies was reported as sometimes impeding the partnership.

6.7. RATINGS BY EVALUATION CRITERIA

As part of the synthesis of the findings, a summary rating was expressed by the independent evaluation team for the six evaluation criteria and the respective questions based on the findings presented in the previous section. The ratings are presented in the Table 6 below (Annex 2 describes the ratings used).

Table 6. Ratings of the ILO overall performance in the Western Balkans for both biennia

Evaluation criteria and sub-criteria	Rating
Relevance	5.5
Alignment to the national and international development agenda and DWCP priorities	6
ILO and implementation partners supporting countries' employment and sustainable development policies	5
Coherence	4.5
Logic of the ILO's work	5
Use of the RBM principles	4

Evaluation criteria and sub-criteria	Rating
Effectiveness	5
Results achieved under the CPOs support the DWCPs	5
Results achieved in the countries contribute to the ILO P&B and Strategic Policy Framework	5
Results contribute to the cross-cutting themes of gender and non-discrimination	5
Efficiency	4.33
Cost-efficiency of the resources (time, effort, money) invested to implement projects/activities	4
Potential synergies among countries	5
Synergies amongst ILO activities and those of strategic partners	4
Impact	4
ILO's work in the countries build the capacity of the tripartite constituents	4
ILO's work in the countries influence coordination among ILO and its strategic partners	4
Sustainability	4
Results achieved are sustainable	4
Measures needed to improve prospects for the sustainability of results	4

Six point scale: 1 = highly unsatisfactory, 2 = unsatisfactory, 3 = somewhat unsatisfactory, 4 = somewhat satisfactory, 5 = satisfactory and 6 = highly satisfactory.

7. RECOMMENDATIONS

Recommendation 1: Stakeholder participation in all programming cycle phases should be increased. When agreeing on priorities and outcomes, the ILO should consider more accurately the capacity and commitment of constituents to contribute actively to implementation and to take over achievements for further developments. Consultations for the design and implementation of DWCPs should include not only central government actors but also stakeholders active at the local grassroots level. In addition, more focus on developing social dialogue at the local level might be necessary.

Responsible units	Priority	Time implication	Resource implication
DWT/CO-Budapest, PROGRAM	High	Ongoing	Low

Recommendation 2: The ILO should better prioritize and increase consistency between planning, monitoring and reporting in order to reduce the proliferation of country programme outcomes. This should include the identification of areas where the ILO should work, but does not have committed financial resources. The DWCP steering committees could be involved more in monitoring progress with reference to country indicators and changes in DWCP planning.

Responsible units	Priority	Time implication	Resource implication
DWT/CO-Budapest, PROGRAM	High	Ongoing	Low

Recommendation 3: The ILO should consider exit strategies earlier in project implementation in order to increase national ownership and sustainability. This may involve developing the knowledge, skills and awareness of constituents in order to help them assume a leadership role.

Responsible units	Priority	Time implication	Resource implication
DWT/CO-Budapest, PARDEV	High	Long-term	Low

Recommendation 4: Better synergies should be established between the ILO's internal and donor reporting mechanisms in order to avoid overlap. The ILO's technical project staff should be trained to create and implement linkages between project outcomes and DWCP outcomes and indicators. The DWT/CO-Budapest staff should be involved in this process.

Responsible units	Priority	Time implication	Resource implication
DWT/CO-Budapest, PARDEV	Medium	Long-term	Low

Recommendation 5: Resource mobilization in the Western Balkans needs to be re-energized if the ILO wants to continue the level of support of previous biennia. It will need to generate new projects and partnerships and ensure that there is adequate capacity to implement such projects. The balance between country-focused projects and those with subregional coverage should be maintained.

Responsible units	Priority	Time implication	Resource implication
DDG/FOP, DWT/CO-Budapest, Regional Office for Europe and Central Asia, PARDEV	High	Short-term	Medium

Recommendation 6: The full and effective implementation of DWCPs mainly depends on the technical resources of DWT/CO-Budapest and successful resource mobilization. The capacity and office configuration of the DWT/CO-Budapest team should, therefore, be reviewed for potential improvements and compared with other subregions, including achieving a better understanding of the special role played by national coordinators.

Responsible units	Priority	Time implication	Resource implication
DDG/FOP, DWT/CO-Budapest, Regional Office for Europe and Central Asia, PROGRAM	High	Medium-term	Medium

Recommendation 7: The ILO should consider a more closely coordinated relationship with the EU, which is the main donor for the countries of the Western Balkans. Closer coordination would require staff in the ILO Office for the European Union and the Benelux countries (ILO-Brussels) to build expertise in respect of the Instrument for Pre-Accession Assistance (IPA) and work more closely with the DWT/CO-Budapest Director and the national coordinators.

Responsible units	Priority	Time implication	Resource implication
DDG/FOP, DWT/CO-Budapest, Regional Office for Europe and Central Asia, PARDEV	Medium	Long-term	Medium

Recommendation 8: The ILO must reduce the timeline for launching development cooperation projects. The time needed for the mobilization of project staff should be reduced and greater attention should be given to the transparency of the selection process. Administrative procedures for hiring project staff in DWT/CO-Budapest should be reduced where possible.

Responsible units	Priority	Time implication	Resource implication
DDG/MR, DDG/FOP, HRD, PARDEV, DWT/CO-Budapest	High	Long-term	Low

Recommendation 9: At the headquarters level, access to regular budget expenditure information appears to be difficult, including information pertaining to the number of work-months spent by specialists in order to support the country programme outcomes. The ILO should increase accountability in respect of regular budget funding for work-months spent by headquarters specialists on the countries concerned.

Responsible units	Priority	Time implication	Resource implication
DDG/MR, PROGRAM, All relevant sector-specific departments at headquarters	Medium	Medium-term	Low

8. GOOD PRACTICES FROM THE WESTERN BALKAN COUNTRIES

Empowering social partners: The development of the first National Action Plan for Youth Employment in the FYROM included annual monitoring and review of progress by the social partners. This regular review of the progress of implemented interventions provided the opportunity for the social partners to contribute with data and suggestions for improvements when the progress was lagging behind. This was highly valued by the social partners and increased their commitment and ownership for the implementation of this policy document.

Timely assistance: In Albania, the ILO was asked to provide support for revision of the Labour Law. During the discussions of the revised law in the Parliament, the Deputy Minister of Social Welfare approached an ILO project staff (who is not a labour law specialist) in Tirana with an urgent request for technical advice on a specific article in the law. The request was immediately handed-over to the social dialogue specialist and the director of DWT/CO-Budapest. The kind of expertise required was available only in the ILO headquarter office (NORMES). The DWT/CO-Budapest director addressed the urgent request to NORMES and the requested advice was provided in three days from the moment ILO was approached in Tirana. This timely support was highly appreciated by the Government of Albania.

Matching political will, technical expertise and financial support: The establishment of an effective amicable labour dispute settlement system in the FYROM was a success due to a combination of the willingness of decision makers to take action, agreement of the social partners to actively participate, and the ILO's readiness to provide constant technical expertise. This was made possible due to a succession of DWCPs and cooperation projects that ensured continuity of the interventions over a longer time span. ILO started to provide technical assistance based on internal resources from regular budget funding and continued with a major development cooperation project funded by the EU. Overall, the assistance included revision of legislation, capacity building of stakeholders, institutional development, an awareness raising campaign, technical assistance, and advice for development of practice.

Strengthening the capacity of mediators: The Agency for Peaceful Settlement of Labour Disputes became operational in BIH in 2010. The ILO enhanced the skills of mediators who helped to conclude 149 out of 186 individual labour disputes in 2013, and 598 out of 676 in 2014. In addition to the resolved individual labour disputes in 2014, the Agency helped the resolution of 10 collective disputes out of 12, thus contributing to the realization of labour rights of 900 workers in 2014. The success rate of resolving labour disputes increased to 88.46 per cent in 2014 against 47 per cent in 2011 and 25 per cent in 2010.

Strengthening social cohesion of the labour market: In Serbia, the ILO provided support to ensure decent employment opportunities for the Roma population in the City of Belgrade in waste management, as well as strengthen the institutional framework and capacities of relevant local actors in managing recyclable waste. The key stakeholders of the waste management sector developed recommendations for

innovative employment solutions for the inclusion of these informal workers. In particular, they identified and outlined impediments for creation of decent job opportunities for Roma beneficiaries from five settlements on the territory of the City of Belgrade, given that waste-related activities represent a significant part of their income generation. ILO involvement in this project was part of a wider ILO intervention in the domain of promoting green jobs both in Serbia and in the subregion.

9. LESSONS LEARNED

Lesson 1: The financial and technical monitoring of development cooperation projects for all countries in the subregion is centralized in the DWT/CO-Budapest. This increased quality control, but also increased the time required for taking project implementation decisions, in particular decisions related to contractual arrangements. When the DWT/CO-Budapest provided monthly expenditure reviews to project teams it increased their planning and reporting capacity.

Lesson 2: The ILO's internationally recognized technical expertise in the area of employment enabled it to raise awareness, attract strategic partners and mobilize resources for its respective strategic approaches, even when the reform process encountered bottlenecks and difficulties along the way.

Lesson 3: Systemic interventions, such as the one designed to create employment in Albania, need extended timelines in order to consolidate and assess progress. Such interventions need to build an enabling environment for the reform to take place, to strengthen the balance between supply and demand of technical support, to encourage a shift in social norms, and to promote quality of service.

Lesson 4: A project that devotes substantial resources to designing strategies, plans and institutional tools also needs to be adaptable to changing circumstances. Strong local ownership needs to be established in order to embed these instruments into the future practice of the constituents. This may require sharing information about new approaches beyond the ILO's traditional stakeholders and specialists.

Lesson 5: The pressure to reallocate funds at the end of the biennium by sectoral departments at headquarters could be reduced by increasing awareness of the importance of good planning and better monitoring of DWCPs. DWCP planning and implementation would also be improved by emphasizing the importance of setting priorities based on robust ex-ante prior evidence.

10. OFFICE RESPONSE

Overall, the report captures well the challenges, opportunities, strengths and areas of improvement for the ILO's work in the Western Balkans. Some of these issues are specific to the context of the Western Balkans, while others may be more broadly related to the nature and model of ILO operational activities as a whole.

Recommendation 1

The Regional Office partially agrees with Recommendation 1. DWCPs developed between 2014 and 2016 included tripartite strategic planning exercises to enhance joint ownership between the ILO and its constituents. This consultative process can be further strengthened. The ILO is currently making efforts to develop local social dialogue practices in different countries of the Western Balkans and can encourage constituents to strengthen their internal consultative processes. However, the ILO may not be able – for political and for practical reasons – to undertake local/grass-roots consultations directly without going through national constituent organizations.

Recommendation 2

The Regional Office partially agrees with Recommendation 2. The large number of country programme outcomes responds to the need to capture information related to specific demands that are not explicitly linked to established DWCP priorities. DWCP steering committees can be encouraged to a certain extent by the DWT/CO-Budapest to play a more active role, as long as the state of national social dialogue allows for it.

Recommendation 3

The Regional Office accepts Recommendation 3. Exit strategies were designed for larger projects. This practice can be applied more systematically.

Recommendation 4

The Regional Office partially accepts Recommendation 4. Internal ILO and external donor reporting may follow different procedures, formats and deadlines depending on the level of customization sought by donors. However, it is not certain that this generates inconsistencies in the substantive reporting. The Office will continue to encourage donors to accept standardized reporting so as to reduce the administrative burden.

Recommendation 5

The Regional Office accepts Recommendation 5. The need to permanently renew the project portfolio is well noted. Between 2015 and 2016, the ILO succeeded in generating over US\$10 million in fresh extra-budgetary contributions (including Regular Budget Supplementary Account (RBSA)) for the Western Balkans and currently has operational projects in all countries. The fact that the EU has become the main funding source in the subregion has important implications for the nature, timing and modalities of ILO technical cooperation.

Recommendation 6

The Regional Office accepts Recommendation 6. Indeed, the geographic coverage of DWT/CO-Budapest includes an additional 13 Central and Eastern European countries beyond the Western Balkans. The capacity of the team can be strengthened gradually as resources (RB and TC) become available.

Recommendation 7

The Regional Office partially accepts Recommendation 7. ILO-Brussels provides effective expertise on IPAs to the DWT/CO-Budapest Office. However, the evolving nature of EU funding modalities and the need to reconcile EU and UN regulations would require an increase in the number of staff. At this stage, only one regular budget staff dealing with PARDEV issues is available in ILO-Brussels to assist all Regions and Departments. The Regional Office will consult to consider adding staff dealing with EU funding modalities.

Recommendation 8

The Regional Office partially accepts Recommendation 8. Usually, the time lag between project approval and inception is determined by (a) the need to receive donor payment and (b) the recruitment of project staff, following a transparent selection process (involving the publication of vacancies; pre-selection of candidates; written tests and/or interviews; and final selection). Whenever possible, DWT/CO-Budapest has sought to reduce the time lag by initiating the staff selection process before formal project approval. However, in line with ILO financial rules, recruitment cannot be completed until funds are available. The Regional Office will consult the Human Resources Development Department (HRD) to consider the possibility of establishing more realistic time schedules for project implementation incorporating these inevitable delays, provided that donor rules allow.

Recommendation 9

The Regional Office accepts Recommendation 9. Specialists' staff time allocation to country programme outcomes was not required in 2012–13. Since the introduction of a monitoring tool in 2014, staff time has been systematically allocated to country programme outcomes.

ANNEX 1. EVALUATION TERMS OF REFERENCE

INTRODUCTION

In November 2015, the ILO's Governing Body approved EVAL's rolling work plan for 2016 which included an independent cluster evaluation of the ILO's decent work country strategies supported by the Regional Office for Europe and Central Asia.

After consultation with the ILO DWT and Country Office for Central and Eastern Europe it was decided that the evaluation would focus on the countries of the Western Balkans (i.e. Albania, BiH, Macedonia, Montenegro and Serbia).

The evaluation will seek to assess whether the ILO's programmes are effectively serving as instruments to achieve the Decent Work Agenda in these countries and extract lessons that would lead to:

- improved country programme planning and implementation;
- improved organizational effectiveness;
- accountability for results;
- strengthening synergies among the ILO's technical advice and technical cooperation activities;
- applying lessons in future programmes and projects, and
- identifying approaches to better support the achievement of the areas of critical importance identified as priority by the national tripartite constituents of these countries.

BACKGROUND

During the previous political system, the Western Balkan economy was planned by the central state. The labour market was characterized with high level of protection against any risks. Socially-owned enterprises were not exposed to competition and workers enjoyed high employment protection, job security and stability.⁹³

The disintegration of the political system resulted in a virtual collapse of the non-agricultural sectors and a regression of agriculture into subsistence farming. The industrial base, created over forty years of a planned economy, was virtually wiped out over in the course of a few years.⁹⁴

The collapse of the centrally planned economy and the subsequent economic free-fall, together with the considerable 'overemployment' in the previous state enterprises and bureaucracy, resulted in a severe reduction in the demand for labour.⁹⁵

⁹³ Cazes and Nesporova (2007). Flexicurity: A relevant approach in Central and Eastern Europe. Geneva; ILO.

⁹⁴ Lundström, S and Ronnås, P. (2006). Migration and Pro-Poor Growth in Albania– An Integrated Economic Analysis. SIDA.

⁹⁵ Ibid.

The labour market response was several fold, (i) migration for work abroad (massively so from Albania), (ii) informalisation of the economy and of employment and (iii) a withdrawal from the labour force, which particularly affected women.⁹⁶

As the recession of the post-centrally planned economy eased, the Western Balkans began to experience some economic growth. However, this growth was not accompanied by improvements in the labour market. Unemployment rates in the West Balkans continued to rise after the year 2000.

The underperformance of the labour markets in the Western Balkans was due to a number of factors that may have included inadequate investment in job-rich growth, poorly established labour market institutions and the lack of sufficient flexibility in the more modernized economy.⁹⁷

Therefore, beginning in 2000 and continuing through 2006, the ILO supported policies known as “flexibility through security” or “flexicurity”. Flexicurity, as a political strategy, aimed at achieving the highest possible security for workers in an era of increased competition due to globalization and the resulting need for structural adjustment.⁹⁸

Flexicurity, which became a flagship policy of the EU, was implemented by Western Balkan countries aspiring to integrate into the Union.⁹⁹ Montenegro, Serbia, FYROM and Albania are official candidates for Accession. Negotiations have been opened with Montenegro and Serbia. BiH is a potential candidate country.

In 2007–08, the progress towards Accession was slowed by a global economic and financial crisis. In general, the countries in the Western Balkans that were more open, more integrated with the European economy, and furthest along the road to joining the European Union, tended to be most negatively affected by the crisis.¹⁰⁰

The negative economic scenario undermined the possibility of reaching consensus on a labour market reform agenda, as increased labour flexibility could no longer be accompanied by new jobs creation and financially sustainable social security nets.

The crisis had the following impact on the Western Balkans: (a) a slowdown of growth including negative growths in industrial output leading to unemployment and poverty, (b) deflation and fall in domestic demand, (c) a fall in imports, which was not always positive as people and firms were not buying goods as they cannot afford them, (d) a fall in Foreign Direct Investment, and (e) a fall in remittances.¹⁰¹

These impacts led to a decline in means of livelihoods and retrogression of social rights. Those with low education, older participants (50–65) and women were most affected during the crisis. Unemployment protection was not sufficient and other rights, such as those related to health and education, were negatively affected by the global financial crisis.¹⁰²

In response to the economic and financial crisis, in June 2009, the ILO adopted a «Global Jobs Pact». The Pact promoted a productive recovery centred on investments, employment and social protection. Under

⁹⁶ Ibid.

⁹⁷ Kurian, R., Charkiewicz, E., et. al. (2015). Violent Transitions: Economic Restructuring, the Financial Crisis and Human Insecurity in the Western Balkans. Global campus of human rights research programme. http://www.eiuc.org/tl_files/EIUC%20MEDIA/Global%20Campus%20of%20Regional%20Masters/research/2014-15/8.pdf.

⁹⁸ Cazes and Nesporova (2007). Flexicurity: A relevant approach in Central and Eastern Europe. Geneva; ILO.

⁹⁹ European Union, (2013). Flexicurity in Europe. Administrative Agreement JRC N°31962-2010-11 NFP ISP – FLEXICURITY 2

¹⁰⁰ Burgess, R. & Körner, K. (2012). Western Balkans Bumps on the road to EU accession. Deutsche Bank

¹⁰¹ Cazes and Nesporova (2007). Flexicurity: A relevant approach in Central and Eastern Europe. Geneva; ILO.

¹⁰² Gerovska-Mitev. (2013). Europeanization of Social Inclusion Policy in Macedonia – Trends, Challenges and Potential Benefits. Social Policy & Administration. Volume 47(2) 182–198.

the auspices of the Pact, the ILO provided a substantial amount of technical support to the Western Balkans. The priorities that were addressed included:¹⁰³

Employment policy – formulation, implementation, monitoring and evaluation of national/regional employment strategies/policies (BiH). Youth employment promotion (Albania, FYROM, Serbia). Review of anti-crisis and pro-recovery policies through social dialogue (Croatia, FYROM, Serbia).

Vocational education and training – skills needs' forecasting, assistance in VET reforms to link VET with labour market needs, developing of standardized national assessment frameworks (Albania).

National employment services – capacity building and technical assistance (Albania, Serbia).

Labour market policies – advice on labour market policies for vulnerable groups, evaluation of LMP (Serbia).

Local economic and employment development and promotion of entrepreneurship – support to local partnerships and development plans, addressing the social impact of enterprise restructuring, support to SME development (Albania, BiH, Croatia, FYROM, Montenegro, Serbia).

Social security – advice on social security and pension reforms, capacity building (Albania, BiH, FYROM, Serbia).

Occupational safety and health and labour inspection – support to national OSH systems and policies, capacity building of national labour inspections (Albania, BiH, FYROM, Serbia).

Working conditions – advice and capacity building on wage policy, advice on maternity protection (FYROM).

Gender equality – advice and capacity building on policies promoting gender equality in employment, wages etc. (Albania, FYROM, Serbia).

Labour standards, labour legislation – assistance in ratification and implementation of international labour standards, advice on national labour legislation (Albania, Croatia, FYROM, Montenegro, Serbia).

Social dialogue – legal advice on and technical assistance to national social dialogue mechanisms, capacity building of the social partners (Albania, BiH, Croatia, FYROM, Montenegro, Serbia).

Despite the efforts of the ILO and others, the post-crisis recovery in the Western Balkans was considered to have been weak. Two important problems that existed before the crisis continued to exist afterwards: persistently weak growth and high unemployment.¹⁰⁴

To address these and related issues, the countries in the sub-region have all developed Decent Work Country Programmes (DWCPs). A DWCP is the main instrument for ILO cooperation over a period of four to six years in a specific country. The current DWCP periods can be found in the Table 1.

Table 1. DWCP periods

	2010–13	2012–15	2015–18	2015–17	2013–17
Albania		1			
BiH		1			
FYROM	1		1		
Montenegro				1	
Serbia					1

¹⁰³ Nesporova, A. Global Jobs Pact and Employment Promotion in the Western Balkans

¹⁰⁴ Murgasova, Z., Ilahi, N., Miniane, J., Scott, A., Valadkova-hollar, I. et al. (2015). The Western Balkans: 15 years of economic transition. IMF

Table 2 gives an over-view of the Outcomes contained in the DWCP documents that were developed. It appears that some countries may be using their outcomes to align their employment and social policies with those of the European Union as a way of making progress towards Accession.

Table 2. DWCP Outcomes x Country

DWCP Outcomes	BiH	Serbia	Montenegro	FYROM	Albania	Total
Collective Bargaining				1	1	2
Dispute Resolution			1	1		2
Economic and Social Councils			1	1		2
Employment		1		1	1	3
HIV/AIDS	1					1
Informal Economy			1	1		2
Int'l Labour Standards	1	1			1	3
Labour Inspection	1	1	1	1	1	5
Labour Law Reform			1			1
Labour Statistics				1		1
National Employment Service					1	1
Non-discrimination			1	1	1	3
OSH		1				1
Pension Systems	1					1
Social Dialogue	1	1		1		3
Social Security		1			1	2
Sustainable Enterprises		1	1	1		3
Vocational Education	1					1
Workers' & Employers' Orgs	1	1	1	1	1	5
Youth Employment		1	1	1	1	4
Grand Total	7	9	9	12	9	46

PURPOSE, SCOPE AND CLIENTS

The present evaluation has a dual-purpose: achievement of programme outcomes and organizational learning. The evaluation will seek to determine how well the sub-region achieved its planned outcomes. The evaluation will also attempt to contribute to organizational learning by identifying lessons that have been learned and emerging good practices. This information can inform future ILO strategies and the design of new DWCPs.

The evaluation will undertake a comprehensive review of the ILO's programme of support to Albania, Bosnia & Herzegovina, Macedonia, Montenegro and Serbia. This will involve reviews of technical cooperation project evaluations, existing DWCPs or country strategies. The timeframe proposed for study is last two biennia: 2012–13 and 2014–15.

The principal client for the evaluation is the Governing Body, which is responsible for governance-level decisions on the findings and recommendations of the evaluation. Other key stakeholders include the

Director-General and members of his Senior Management Team, the Evaluation Advisory Committee, the Regional Office for Europe and Central Asia and the DWT/CO-Budapest. And tripartite constituents in the target countries

CRITERIA AND QUESTIONS

ILO DWCP evaluations usually focus on the OECD DAC criteria including the relevance of the programme to beneficiary needs, the coherence of the programme design, the programme's efficiency and effectiveness, the impact of the results and the potential for sustainability. For each criterion, two or three specific evaluation questions are suggested. The questions seek to address priority issues and concerns for the national constituents and other stakeholders.

Table 3. Evaluation Criteria and Questions

Assessment Criteria	Questions to be addressed
Relevance	<ul style="list-style-type: none"> ■ Is ILO support relevant to the national sustainable development agenda and decent work priorities, national development needs and challenges, and action plans for the DWCP priorities? ■ Are the ILO and its implementation partners supporting the sub-region's employment and sustainable policy development prioritization and decision-making process?
Coherence & Validity of Design	<ul style="list-style-type: none"> ■ How well were the DWCPs aligned with the various national and international development frameworks (e.g. UNDAFs)? ■ How well did the national projects support their respective DWCPs? ■ Was the ILO's work in the sub-region logical and evaluable? ■ Did the ILO's work in the region apply principles of Results-Based Management?
Effectiveness	<ul style="list-style-type: none"> ■ How well did the results achieved at the national level support their respective DWCPs? ■ How well did the Region's results promote the ILO's Strategic Policy Framework? ■ How well did the results contribute to the ILO's cross-cutting themes of gender and non-discrimination? ■ Were there any unexpected results? ■ What were the key factors of success? ■ What were the main internal and external constraints/challenges to attain the expected results?
Efficiency	<ul style="list-style-type: none"> ■ How much time, effort, and financial resources are needed to develop and implement projects that contribute to DWCP outcomes? ■ What are the synergies among the countries of the sub-region? ■ What are the synergies among ILO projects and the projects of strategic partners?
Impact	<ul style="list-style-type: none"> ■ How did the ILO's work in the region build the capacity of tripartite constituents to deliver on DWCP outcomes? ■ How did the ILO's work in the region influence coordination among the ILO and its strategic partners? ■ What are the aggregated results within each strategic outcome and CPO?
Sustainability	<ul style="list-style-type: none"> ■ What positive and negative recommendations and lessons could be offered to improve the sustainability of the ILO's work in the region? ■ How can the findings of the evaluation inform the Region's strategic direction? ■ What recommendations can be offered on the way forward?

EVALUATION APPROACH

The evaluation will use an eclectic blend of evaluation approaches. It will, in part, use a goal-based approach to examine the Country Programme Outcome achievement. It will, in part, use a case study approach to examine each of the countries in the sub-region. It will, in part, use a mixed methods approach (e.g. document analysis, interviews, direct observation and surveys) to ensure the validity and reliability

of the findings. Lastly, it will, in part, use a participatory approach in that, to the extent possible, the evaluation will involve ILO key stakeholders such as beneficiaries, ILO Tripartite Constituents, ILO staff and strategic partners.

EVALUATION METHODOLOGY

One of the first tasks of the evaluation consultant will be to conduct a desk review of appropriate material, including strategic regional documents, programme and project documents, progress reports, previous evaluation reports and relevant material from secondary sources. This includes baselines and any government documents. Information from the desk review, together with that gathered from the scoping mission to the Country Office in Budapest, will be used to write the inception report.

Upon approval of the inception report, the evaluation consultant will conduct field missions to each of the countries in the Western Balkans. During the field missions, the consultant will prepare a series of five country case studies. Annex 1 contains information to guide the preparation of the case studies. The case studies will contain information that will enable the consultant to answer the evaluation questions in the final report.

The evaluation will be based upon the ILO's evaluation policy guidelines which adhere to international standards and best practices, articulated in the OECD/DAC Principles and the Norms and Standards for Evaluation in the United Nations System approved by the United Nations Evaluation Group (UNEG). More specifically the evaluation will be conducted in accordance with EVAL Protocol No 2: High-level Evaluation Protocol for DWCP Evaluation.

GENDER

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

EXPECTED OUTPUTS

The evaluation consultant will consolidate information from the desk review and country case studies into draft report that will answer the questions set out in the previous section. The length of the report will not exceed 80 pages (excluding annexes). It is suggested to structure the report as follows:

- Executive Summary with key findings, conclusions and recommendations.
- Description of the ILO's work in the Western Balkans.
- Description of findings that emerged from data analysis.
- Clearly identified conclusions and recommendations.
- Lessons learned, good practices and good principles.
- Good principles and effective models of intervention.
- Appropriate annexes including country case studies.

The report should include specific and detailed recommendations solidly based on the evaluator's analysis and, if appropriate, addressed specifically to the organization/institution responsible for implementing it. The report should also include a specific section on lessons learned that could be replicated or should be avoided in the future.

The report should clearly reflect the differences and similarities between countries when making general assessments, conclusions, and recommendations to avoid factual inaccuracy in details related to a specific country.

Ownership of data from the evaluation rests exclusively with the ILO. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of the ILO.

Resources and Management

A Senior Evaluation Officer from ILO HQ will manage and participate in the evaluation process. In the region, logistics support will be provided by the Regional Evaluation Officer, a designated DWT/CO-Budapest focal point and ILO NCs in the target countries. The ILO Director of Evaluation will provide oversight and guidance and input from other EVAL team members may be sought throughout the evaluation process.

The evaluation will be carried by EVAL with the support of an individual consultant, a team or a company with extensive experience in the evaluation of development or social interventions, preferably including practical experience in assessing comprehensive policy/program frameworks or national plans.

The capacity of the individual, team or company to mobilize required expertise and support to undertake the evaluation will be an important consideration in the selection process. The responsibilities and profile of the “evaluation consultant” can be found in Table 4.

Table 4. Responsibilities and Profile of evaluation consultant

Evaluation Consultants	
Responsibility	Profile
<ul style="list-style-type: none"> ■ Drafting the inception report, producing the draft reports and drafting and presenting a final report; ■ Providing any technical and methodological advice necessary for this evaluation; ■ Ensuring the quality of data (validity, reliability, consistency and accuracy) throughout the analytical and reporting phases. ■ Ensuring the evaluation is conducted as per TORs, including following ILO EVAL guidelines, methodology and formatting requirements. 	<ul style="list-style-type: none"> ■ Adequate Contextual Knowledge of the UN, the ILO and the Western Balkans; ■ Adequate Technical Specialization: Demonstrated knowledge and expertise of labour and industrial relations topics; ■ At least 10 years' experience in evaluation policies, strategies, country programmes and organizational effectiveness; ■ Expertise in qualitative and quantitative evaluation methods and an understanding of issues of validity and reliability; ■ Fluency in spoken and written English (knowledge of the national languages of the target countries would be an advantage) understanding of gender issues.

It is estimated that the scope of effort required by the evaluation will be approximately forty to fifty days. The evaluation consultant will be remunerated at a negotiated rate that is reasonable and customary. Travel and DSA will be provided in a lump-sum and the consultant will be required to make his or her own travel arrangements for the field missions.

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

Interested parties are requested to submit an Expression of Interest (EoI) including: a cover letter explaining how the candidate meets the desired profile, CV(s), and fee structure. EoIs should be sent to the ILO Evaluation Office (eval@ilo.org) with copy to Craig Russon (russon@ilo.org).

Phases	Tasks	Responsible	Dates	Outputs
Phase One: Preparatory	ToRs drafted and circulated to stakeholders	ILO Senior Evaluation Officer	January	ToRs
	Evaluation consultant hired		February	
	Desk review and scoping mission		February/March	Inception report
Phase Two: Data collection	Data collection and analysis for country case studies	Evaluation consultant with support from EVAL	March/April	Data
Phase Three: Report writing	Write country case studies	Evaluation consultant	April	Country case studies
	Desk review and case studies consolidated into draft report	Evaluation consultant	May	Draft version evaluation report
	Zero draft circulated among ROE stakeholders	EVAL	May/June	
	First draft circulated for comments	EVAL	June	Constituent comments
	Final draft shared with wider circle of stakeholders	EVAL	June	Final version evaluation report
	Final report	Evaluation consultant and EVAL	1st week of July	

Ramadan begins
5 June, 2016

ANNEX 1

Case studies

The purpose of case studies is to conduct in-depth analysis of one set (or unit) of the ILO's strategic and programme in the Western Balkans. The case studies seek to determine what happened as a result of ILO's interventions, and determine if these interventions had any observable immediate impacts, and to the extent possible determine the links between the observed impacts and the ILO interventions.

Possible themes of the case studies could be focussed on the following ILOs strategy of flexicurity, the Global Jobs Pact and Decent Work Country programming: (to be further developed with evaluation team and key stakeholders)

The case studies will consist of a combination of methods:

- Interviews, field studies and participant focus groups,
- Desk reviews to synthesize and aggregate information such as past evaluations, technical studies, and DWCP reviews from the selected countries and programmes at different times. This will allow greater triangulation while minimizing cost and time being expended on new, possibly repetitive studies.

A completed case study report will have detailed descriptions of what happened and the context in which it occurred. The report will feature a factual recounting as well as an analysis of events.

ANNEX 2. SUMMARY RATINGS

A summary rating shall be expressed by the independent evaluation team at the end of the six evaluation criteria and the respective questions listed above.

The evaluation shall use a six point scale ranging from “highly satisfactory,” “satisfactory,” “somewhat satisfactory,” “somewhat unsatisfactory,” “unsatisfactory,” and “highly unsatisfactory.”

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

ANNEX 3. DOCUMENTATION REVIEWED

Burgess, R. and Körner, K. (2012). *Western Balkans Bumps on the road to EU accession*. (Frankfurt, Deutsche Bank). Cazes, S and Nesporova, A. (2007). *Flexicurity: A relevant approach in Central and Eastern Europe*. (Geneva, ILO).

European Union. (2013). *Flexicurity in Europe*. Administrative Agreement JRC N°31962-2010-11 NFP ISP – FLEXICURITY 2 (Brussels, EU).

Gerovska Mitev, M. (2013). Europeanization of Social Inclusion Policy in Macedonia – Trends, Challenges and Potential Benefits in *Social Policy & Administration*, Volume 47(2) 182–198.

Kurian, R., et. al. (2015). *Violent Transitions: Economic Restructuring, the Financial Crisis and Human Insecurity in the Western Balkans*. Global campus of human rights research programme. Available at: http://www.eiuc.org/tl_files/EIUC%20MEDIA/Global%20Campus%20of%20Regional%20Masters/research/2014-15/8.pdf.

Mihes, C. (2011). *A comparative overview of informal employment in Albania, Bosnia and Herzegovina, Moldova and Montenegro*. (Geneva, ILO).

Murgasova, Z., et al. (2015). *The Western Balkans: 15 years of economic transition*. (Washington, D.C., Internatinoal Monetary Fund).

Nesporova, A. (2015) *Global Jobs Pact and Employment Promotion in the Western Balkans*. (Geneva, ILO).

Other ILO Documents

ILO. DWCPs of the five countries.

ILO. Evaluation reports of the projects from the five referenced countries.

ILO. *Independent Evaluation of the ILO Strategy for Technical Cooperation 2010–15*

ILO. *Independent Evaluation of the ILO's Decent Work Country Programme Strategies and Actions in the Caribbean 2010–15*

ILO. *Independent Evaluation of the ILO's Sector- specific Approach to Decent Work 2012*

ILO. *Field Operations and Structure and Technical Cooperation Review 2013*

ILO. *Strategic Policy Framework 2010–15 – Making Decent Work Happen*

ILO. *Programme Implementation 2012–13*

ILO. *Programme Implementation 2014–15*

ILO. DWT/CO-Budapest reports 2012–15

ILO. DWCP internal reviews in the reference countries 2012–15

ILO. National Coordinator reports for the reference countries 2012–15

ANNEX 4. PERSONS INTERVIEWED

Albania

Individual interviews:

Mr. Alfred Topi, ILO NC Albania
Mr. Edison Hoxha – Head of Legal Departments, Confederation of Trade Unions of Albania (KSSH)
Mr. Erjon Manohasa – Secretary general of the National Labour Council, MoSWY
Ms. Brikena Nallbani – Deputy director general National Employment Service
Mr. Dritan Ylli – Director general State Labour Inspectorate
Ms. Maria Gomes – former team leader of IPA 2010 HRD project and ILO CTA
Mr. Ylli Cabiri – Director Human Development Promotion Center
Mr. Koli Sinjari – Director of International Relations and Projects, BiznesAlbania (EO)
Mr. Frank Hantke – Resident representative, Friedrich Ebert Foundation Tirana Office
Ms. Evelyn Viertel – former country manager in charge of Albania, European Training Foundation
Ms. Nora Kushti, UN Communication Officer
Mr. Brian Williams – UN Resident Coordinator
Ms. Yesim Oruc – UNDP Country Director
Ms. Antonella Scolamiero – UNICEF Representative

Group interviews:

Ministry of Social Welfare and Youth (MoSWY)

Mr. – Director of VET Departments
Mr. Erion Manohasa – Director Employment Policies and Labour Inspection
Ms. Genta Qosja – Deputy Director Employment Policies and Labour Inspection

EC Delegation in Albania

Ms. Olga Anghelakis – Head of Infrastructure and Economic Reform Sector
Ms. Xheni Sinakoli – Programme manager

Union of the Independent Trade Unions of Albania (BSPSH)

Mr. Koco Jani – Director of the Education Department
Mr. Higmat Mellas – Director of International Relations Department

Bosnia and Herzegovina

Individual interviews:

Mr. Ernis Imamovic – Chief of Cabinet, Federation of Bosnia and Herzegovina (FBiH) Ministry of Labor
 Mr. Ismet Bajramovic – President, Confederation of Independent Trade Unions of BIH (SSSBIH)
 Ms. Mersiha Jusic – Secretary, Employers' Association of the Federation of BIH (UPFBiH)
 Ms. Ajsa Adrović-Bešliagić – Programme Assistant Democracy and Human Rights, Gender and Minorities, Delegation of the European Union to Bosnia and Herzegovina
 Mr. Muhamed Pašukanović – Head of FBiH Labour Inspectorate, FBiH Labour Inspectorate
 Ms. Lejla Tanovic – ILO National Coordinator FBiH
 Mr. Borislav Radić – Director, Republika Srpska Agency for Labour Dispute Settlement
 Ms. Mira Vasić – Assistant Minister, Republika Srpska Ministry of Labour and Veterans
 Mr. Saša Ačić – Director, Union of Employers' Associations of Republika Srpska (UUPRS)
 Mr. Čedo Risović – Chief Labour Inspector, Republika Srpska Labour Inspectorate
 Mr. Ilija Kalajdžić – President, Brcko District Trade Unions
 Mr. Sreten Bogicevic – Vice President, Brcko District Employers' Association

Group interviews:

Ministry of Civil Affairs:

Mr. Damir Dizdarevic, Assistant Minister for Labour, Employment, Pensions and Social Protection
 Ms. Slavica Vucic Vojnovic – Head of Unit for Labor and Employment
 Ms. Zorica Krsmanovic – Senior Advisor for Labor and Employment

Confederation of Independent Trade Unions of BIH (SSSBIH)

Ms. Fatime Fazlic – Chief of Cabinet (retired)
 Mr. Keco Adis – Legal Issues Advisor
 Ms. Amela Kazagic – Legal Issues Advisor
 Ms. Zorica Kazic – Economic Issues Advisor (retired)

RS Confederation of Trade Unions (SSRS)

Ms. Velka Odzakovic – Secretary-General
 Mr. Goran Stankovic – Head of Youth Section

BD Labour inspectorate

Ms Azijada Ibrahimović – Chief Labour Inspector
 Mr. Željko Pekić – Labour inspector
 Mr. Ranko Šehovac – Labour inspector
 Mr. Branko Nikić – Labour inspector
 Mr. Samir Đurić – Labour inspector
 Ms. Amra Jahić – Labour inspector
 Ms. Duška Ninić – Labour Inspector
 Ms. Dijana Đurić – Labour Inspector

BD Employment Bureau

Mr. Vlado Jevtić – Director of Employment Services
 Mr. Mladenko Nenadić – former Director of Employment Services

former Yugoslav Republic of Macedonia

Individual Interviews:

Mr. Mladen Frckovski – Advisor on labour market policies and Coordinator of the Youth employment inter-ministerial group, MLSP

Mr. Zivko Mitrevski – President, Federation of Trade Unions of the FYROM

Ms. Natasha Meckarovska Simjanoska – Project Coordinator, ‘Promoting Social Dialogue’ Project in the FYROM

Mr. Mile Boskov – President, Business Confederation of the FYROM

Ms. Biljana Zivkovska – Head of Unit, Employment Service Agency of Republic of Macedonia

Mr. Emil Krstanoski – ILO National Coordinator the FYROM

Mr. Nafi Sarachini – Task Manager, EU Delegation

Ms. Daniela Huhmann – Programme Manager Employment, Social Policies and Human Resources Development, EU Delegation

Group interviews:

Organization of Employers of the FYROM

Ms. Belinda Nikolovska – Executive Director

Ms. Svetlana Ristovska Antic

Ministry of Labour and Social Policy

Ms. Mirjanka Aleksevaska – Head of the Labour Department

Ms. Maja Papatolevska – Labour Department

Montenegro

Individual Interviews:

Ms. Nataša Vukašinović – Secretary, Social Council of Montenegro

Mr. Srđa Keković – Secretary General, Union of Free Trade Unions of Montenegro

Ms. Zdenka Burzan – Director, Agency for Peaceful Labour Dispute Resolution

Mr. Romain Boitard – Cooperation Section, Delegation of the EU to Montenegro

Ms. Sladajana Petkovic – Consultant for Adolescent and Youth Empowerment, UNICEF

Ms. Jasna Pocek – ILO National Project Coordinator 2014-2015

Group Interviews:

UN Montenegro

Ms. Fiona McCluney – UN Resident Coordinator and UNDP Resident Representative

Ms. Ana Dautović – UN Coordination Analyst, UN Coordination Office

Mr. Tomica Paović – Team Leader/Programme Analyst Democratic Governance & Economy and Environment UNDP Montenegro

Montenegrin Employers’ Federation

Zvezdana Oluić – PR&Marketing Manager

Jelena Ognjenović – Department for International Cooperation

Mirza Mulešković – Project Manager

UN Montenegro

Dejan Obradović – UNHCR

Marija Novkovic – UNICEF

Jelena Miljanić – Project Coordinator, Joint UN Youth Programme

National Employment Agency

Ms. Vukica Jelić – Director

Mr. Goran Bujanja – Deputy Director

Mr. David Perubic – Deputy Director

Ministry of Labour and Social Affairs

Ms. Vjera Šoć – Labour Directorate, Department for Labour Relations

Ms. Larisa Zoronjić – Labour Directorate

Labour Inspectorate

Mr. Zoran Ratković – Labour relations and employment Coordinator

Mr. Zlatko Popović – OSH Coordinator

Ms. Milena Frana – Labour inspector

Confederation of Trade Unions of Montenegro

Ms. Ivana Prnjat – Adviser, International Relations

Mr. Vladimir Krsmanović – Adviser, International Relations

Serbia

Individual interviews:

Mr. Jovan Protić – ILO NC for Serbia

Ms. Dejana Kuzmic – Serbian Association of Employers (SAE)

Ms. Vera Božić-Trefalt – Director of the OSH Directorate of Serbia

Mr. Dusan Cukic – UNOPS Programme advisor

Group interviews:

EU Delegation

Mr. Freek Janmaat – Head of Sector for European Integration

Mr. Dimitrije Stanković – Economic officer

UN Country Team

Ms. Irena Vojackova-Sollorano – UN Resident Coordinator

Ms. Borka Jeremić – UNRC Coordination specialist

Ministry of Labour, Employment, Veteran and Social Affairs

Mr. Zoran Lazić – Assistant Minister for Labour Sector

Ms. Ljiljana Džuver – Assistant Minister for Employment Sector

Mr. Mile Radivojević – Director of the Agency for Peaceful Settlement of Labour Disputes

Ms. Ivana Banković – International relations sector

CATUS Trade Union

Mr. Zoran Vujović – President of CATUS Metal Workers Section

Ms. Dragana Petković-Gajić – International relations sector

UGS Nezavisnost Trade Union

Ms. Zlata Zec – Secretary General

Ms. Aleksandra Lekić – Head of International Relations sector

US Embassy

Mr. Jonathan Clifton – Economic officer

Mr. Dejan Gajić – Economic assistant

NGOs

Ms. Bojana Ružić – Project coordinator, Center for Democracy Foundation,

Mr. Danilo Milic – Programme manager, Olof Palme Center

Mr. Bojan Ladjevac – Programme manager, Friedrich Ebert Foundation

DWT/CO-Budapest

Mr. Antonio Graziosi, Director, ILO DWT and Country Office – Budapest

Ms. Cristina Mihes – Social Dialogue and Labour Law Senior Specialist

Mr. Dragan Radic – Employers' Activities Senior Specialist

Mr. Kenichi Hirose – Social Security Senior Specialist

Mr. Mauricio Dierckxens – Employment Specialist

Mr. Ovidiu Jurca – Former Workers' Activities Senior Specialist

Ms. Sofia Amaral de Oliveira – Former Technical Specialist on Conditions of Work and Employment, and Gender Equality

Ms. Verena Schmidt – Former Technical Specialist on Conditions of Work and Employment, and Gender Equality

Ms. Anna Farkas – Programme Assistant

ILO HQ staff

Mr. Yusef Ghellab (DIALOGUE)

Ms. Minawa Ebisui (LABOUR LAW)

Mr. Aurelio Parisotto and Ms. Maria Prieto (CEPOL)

Ms. Maria Borsos and Ms. Karen Klotzbuecher (PROGRAM)

Ms. Natalia Popova (MIGRANT)

Mr. Emmanuel Julien and Mr. Farid Hegazy (ENTERPRISE)

Mr. Wolfgang Lutterbach (ACT/RAV)

Mr. Christian Hess (ACTEMP)

Mr. Pierre de Lame, Mr. Daniel Smith – Regional Office for Europe and Central Asia

ANNEX 5. INTERVIEW PROTOCOL

INTRO

At the beginning I would like to ask for how long have you been with the ILO (for the NCs)/cooperating with the ILO (for the constituents and strategic partners)?

RELEVANCE

For the NCs:

Let's first talk about the Decent Work Agenda in the country. What are the achievements in relation to the country's DWCP objectives for the reference period (2012–15)? How do you assess the implementation level of these changes? Who were/are contributors to these changes? What was ILO's contribution to these changes? To what extent was ILO support complementary with strategic partners' (i.e. donors and international organizations) contribution to the country's employment and sustainable development agenda/priorities? To what extent did the ILO support address tripartite constituents' needs?

For the tripartite constituents:

Let's first talk about the Decent Work Agenda in the country. Are you familiar with the objectives of the DWCP in your country? How do you assess the changes in the domain of labour and industrial relations in your country in the period 2012–15? What/who triggered these changes? Did ILO have any contribution to these changes? Did ILO supported your efforts for improvements in this domain?

For strategic partners:

Let's first talk about country's employment and sustainable development agenda/priorities in the country. What were your main areas of intervention in the period 2012–15? Did you establish any partnership or collaboration with the ILO in the respective period? What were the main objectives of the partnership/collaboration? Who were the main national/local partners for the respective interventions? Did the respective intervention respond to their needs?

COHERENCE AND VALIDITY OF DESIGN

For the NCs:

Were the DWCP aligned with the various national and international development frameworks (e.g. the UNDAF)? Did the national projects support the country's DWCP? Did the ILO's work in your country apply principles of Results-Based Management? Was ILO's work in your country driven by clearly defined outcomes, progress indicators and targets, and measured/monitored against baseline indicators? Were the options for certain approaches clear?

For the tripartite constituents:

Did you participate in consultative meetings for planning, reporting on the progress or final reporting on implementation of any ILO intervention/project/activity in your country? Were the results clearly formulated? Were the options for certain approaches clear?

For strategic partners:

Was the common support developed in partnership with the ILO aligned with the various national and international development frameworks (e.g. the UNDAF)? Were these common interventions in the country driven by clearly defined outcomes, progress indicators and targets, and measured/monitored against baseline indicators? Did you participate in consultative meetings for planning, reporting on the progress or final reporting on implementation of any these interventions/projects/activities? Were the results clearly formulated? Were the options for certain approaches clear?

EFFECTIVENESS

For the NCs:

To what extent the results achieved at the national level support the country's DWCP? To what extent the country's results promote the ILO's Strategic Policy Framework? Did the results contribute to the ILO's cross-cutting themes of gender and non-discrimination? Were there any unexpected results? What were the key factors of success? What were the main constraints/challenges from inside the organization, as well as the external factors that have influenced the attainment of the results?

For the tripartite constituents:

Have the projects supported by ILO achieved their planned outcomes under the country's DWCP? How satisfied are you with the quality of policy documents, studies, technical tools, technical advice, capacity building and other activities delivered by the ILO supported projects? Did those projects/interventions provided any additional (not directly planned) significant contribution to labour and industrial relations in the country? If yes, which are those? What were the most successful practices adopted and the main problems encountered?

For strategic partners:

To what extent have the planned results in country's employment and sustainable development agenda/priorities in the country been achieved? Were there any unexpected effects? Was there a strategic coordination and collaboration between your organization (or other strategic partners i.e. UN agencies, EU Delegation etc. you are aware of) and the ILO in order to achieve planned outcomes in the country's employment and sustainable development reform? What were the key factors of success? What were the main constraints/challenges that have influenced the attainment of the results?

EFFICIENCY

For the NCs:

How much time, human resources, and financial resources were needed to develop and implement projects that contribute to DWCP outcomes? Were there common activities/any form of collaboration with the countries of the subregion? Did you attend any donor's coordination meetings in the country?

For the tripartite constituents:

How much time, human resources, and financial resources did your institutions/organization invest in developing and implementing projects that contributed to DWCP outcomes? Did your institution/organization implement any common activities/any form of collaboration with other institutions/organization in the countries of the subregion with the ILO support?

For strategic partners:

To what extent have the resources allocated to the common activities/with your support and ILO's involvement been used in an economic manner? Could they have been used better?

IMPACT

For the NCs:

How did the ILO's work in the country build the capacity of tripartite constituents to deliver on DWCP outcomes? How did the ILO's work in the country influence coordination among the ILO and its strategic partners?

For the tripartite constituents:

Did the ILO support influence the capacity of your organization? In what sense? Do you think that now you have the capacity to continue implementation of the adopted strategies and initiatives to deliver on DWCP outcomes? What else does your organization need in order to have the capacity to deliver on DWCP outcomes? Was there any cooperation with other donors/organizations in achieving DWCP outcomes? If yes, how did ILO influence coordination with those strategic partners?

For strategic partners:

How did your cooperation with the ILO's work in the country contribute to building the capacity of the Government, employers' and workers' organizations to deliver on employment and sustainable development reform?

SUSTAINABILITY

For the NCs:

To what extent are the results achieved sustainable? What makes them sustainable? What are the risks that the achievements would not be sustainable and what are the measures needed to improve prospects for the sustainability of results? What has been missing in the reforms and is needed in order to fully implement the desired changes?

For the tripartite constituents:

How stable is progress achieved so far in the reform of the labour market? What more should be done to make it more stable? Are you willing and committed with achieving DWCP priorities? Do you have the capacities to continue with achieving DWCP priorities? Is there local ownership of DWCP outcomes? Does the current collaboration among Government, employers' and workers' organizations ensure continuation of the reform without ILO support? Which are your major concerns regarding the success of the reforms in the labour market and industrial relations in the country? How can these vulnerabilities be mitigated?

For strategic partners:

How stable is progress achieved so far in the reform of the employment and sustainable development? What more should be done to improve sustainability? What has been missing in the reforms and is needed in order to fully implement the desired changes? Does your organization have any plans to continue the collaboration with the ILO? What these plans for future collaboration about?

ANNEX 6.

ALIGNMENT OF THE DWCP WITH UNDAF OUTCOMES

Country	DWCP	UNDAF
Albania		
	1.1	4.4
	1.2	1.3 & 1.4
	1.3	1.3 & 4.4
	2.1	1.2, 2.2 & 4.4
	2.2	1.3 & 4.4
	2.3	1.3 & 4.4
	3.1	4.1 & 4.4
	3.2	1.2 & 4.4
	3.3	4.1 & 4.4
BIH		
	1.1	1
	1.2	1
	1.3	1
	2.1	1 & 2
	3.1	1
	3.2	1 & 2
	3.3	1 & 2
FYROM		
	1.1	1.1
	1.2	1.3
	1.3	1.1
	2.1	1.1
	2.2	1.1 & 1.3
	2.3	1.1
	3.1	1.2

Country	DWCP	UNDAF
	3.2	1.1
	3.3	1.2
	3.4	1.1 & 1.3
	1.4	1.3
Montenegro		
	1.1	1.1
	1.2	1.1
	1.3	1.1
	1.4	1.1
	2.1	1.1
	2.2	1.1
	3.1	1.1
	3.2	1.1
Serbia		
	1.1	1
	1.2	1
	1.3	1
	3.3	1
	2.1	2
	2.2	2
	2.3	2
	3.1	2
	3.2	2

ANNEX 7. CONTRIBUTION OF THE RESULTS ACHIEVED PER COUNTRY TO THE P&B AND STRATEGIC POLICY FRAMEWORK OUTCOMES (BOTH REFERENCE BIENNIA)

CPO	P&B outcome	Results achieved	ILO contribution
Albania			
ALB101: National law and practice enable the use of collective bargaining at a large scale in both the public and private sectors as the means for establishing working conditions and terms of employment	Outcome 12 – Social Dialogue and Industrial Relations: Tripartism and strengthened labour market governance contribute to effective social dialogue and sound industrial relations*	<p>Workshop on European practice (Belgium, Germany and Ireland) on collective bargaining in light of ILS carried out.</p> <p>Action Plan on improving effectiveness and coordination of CB mechanisms at various levels drafted and adopted following ILO's recommendations.</p> <p>At least two recommendations implemented.</p> <p>Endorsement of the national tripartite constituents on suggested topics, as well as on the process of developing the subregional database will be sought. (Oct-mid Nov 2014)</p> <p>ToRs for selected topics related data collection drafted in cooperation with GOVERNANCE and INWORK (mid Nov-Dec 2014)</p> <p>Data collection carried out in the target countries and data translated into English (Jan-June 2015)</p>	<p>Translation and distribution of ILO Guide on LDS.</p> <p>Tripartite workshop on LDS system held for national and regional tripartite partners.</p>
ALB 102: The National Employment Service (NES) works effectively with vulnerable groups	Outcome 2: Skills development increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth	<p>The labour exchange has been revitalized through the design of a new service model at National Employment Services (NES) to improve the overall effectiveness and efficiency of service delivery and job matching.</p> <p>The new service model adopted and new service delivery has begun based on a three tier system to deliver custom tailored services to target groups in the labour market. Due to the introduced service model, groups typically excluded from the labour market can receive better support in finding a job.</p>	<p>The ILO designed a new methodology for monitoring and assessing the quality of vocational training delivered by NES Vocational Education and Training (VET) centres, as part of a broad new service model for NES operations.</p>

CP0	P&B outcome	Results achieved	ILO contribution
			Capacity building for training providers, NES staff and local authorities from the ILO helped the NES adapt job matching services to help vulnerable groups in the labour market, based on the new NES service model Handbook and Toolkit developed in collaboration with the ILO. Capacity building for Directors of NES Regional and Central Offices was provided on Management by Objectives. Capacity building on new employment service model is under implementation at regional and local levels.
ALB 103: The effectiveness and quality of labour inspection system are strengthened	Outcome 11: Labour administrations apply up-to-date labour legislation and provide effective services	<p>Employers and workers are better informed on how to prevent work accidents, as a result of a campaign organized by the Minister of Labour, Social Affairs and Equal Opportunities MOLSAEO and social partners called: 'Work together for risk prevention'. As part of the campaign, a leaflet was produced and disseminated (2,000 copies), 500 posters and 500 copies each of a guide for workers and for employers were distributed. Four television interviews were also broadcasted to promote the campaign.</p> <p>An Action Plan for training of labour inspectors was prepared and endorsed by the State Labour Inspectorate. In addition, the capacity of the labour inspectorate to provide advice on OSH was increased, improving their competence and professionalism and ability to discharge their duties in an independent manner.</p>	<p>The ILO facilitated cooperation with the European Agency for Safety and Health at Work and assisted the labour inspectorate on all steps of the organization and implementation of the campaign and held an international conference in November 2012 in Tirana to conclude and validate the initiative (132 participants).</p> <p>The ILO provided assistance in the preparation of the action plan and trained 115 labour inspectors on OSH and soft skills.</p>
ALB 130: Employment and training policies are formulated and implemented to address both efficiency and equity objectives and are aligned with the provisions of ILS on employment policy and employment services	Outcome 2: Skills development increases the employability of workers, the competitiveness of enterprises and the inclusiveness of growth	The National Vocational Education and Training (VET) and Lifelong Learning (LLL) Strategy is one of the key documents for the medium-term reform of the education and training system in Albania. It is the first joint strategy between the Ministry of Education and Labour thus creating the basis for productive collaboration. This joint effort also paves the way for the introduction of LLL approach in the country.	Final validated draft of the National VET and Lifelong Learning Strategy 2013–20 was prepared and submitted to the Ministries of Education and Labour for further action.

CPO	P&B outcome	Results achieved	ILO contribution
ALB 131: Significant progress is made towards promoting sound wage policies, equal pay and non-discrimination at work	Outcome 5: Women and men have better and more equitable working conditions	In 2015, INSTAT published data on labour costs (which include wages) for the first time, using a national labour cost survey conducted in 2012/13. For the first time, it also published data on average wages for the national economy (as opposed to only the public sector) in its 2014 Labour Market publication. The on-going work of the policy groups informed the initiative to launch the labour cost survey and publish data at the economy-wide level.	The ILO provided technical support to the policy groups to improve their recommendations. It also provided financial support and assisted with the design and organization of a Conference held on sustainable wages policy in July 2014.
ALB 132: An employment strategy that covers education, including vocational education, is developed and adopted	Outcome 1: More women and men have access to productive employment, decent work and income opportunities	A Sector Reform Contract for Employment and Skills development (2016–18) is planned to be signed between the EU and the Government of Albania in late 2015 based on the strategic framework made available with the adoption of the National Employment and Skills Strategy. National Employment and Skills Strategy 2014–20 and its Action Plan adopted by the Council of Ministers (Decision No. 818, 26.11.2014). As a result from Government Commitment and ILO support, one of the 3 sectors for support by EU will be Employment and Skills. The Albania-European Union Action Document for the Employment, Skills and Social Policy sector budget support.	The ILO facilitated the alignment of the sub-sectoral working group on employment for the Accession process with the NESS. RBSA funding has contributed to supporting this work and to the achievement of the reported results. The Strategy was prepared with technical assistance provided by ILO, with support from the EU, and has gathered broad consensus within the national as well as international policy community. Participation in establishing the National Advisory Group (NAG) to establish the Integrated Policy Management Group (IPMG) as a key-structure at the MoSWY for policy coordination within ESSP sector.
ALB 153: Worst Forms of Child Labour are curbed in the country	Outcome 16: Child labour is eliminated, with priority being given to the worst forms	The Albania National Child Labour Survey Report was published in 2013.	The design and implementation of the survey as well as the technical support to the analysis of the data was supported by the ILO.
ALB 801: Strengthened institutional capacity of employers' organizations	Outcome 9: Employers' Organizations: Employers have strong, independent and representative organizations	In early 2014, BiznesAlbania developed its 2014–18 strategic plan, which was endorsed by its Board of Directors in April 2014. The plan identifies the organizational mission and vision and specific objectives to be achieved including the introduction of critical success factors and key performance indicators. In connection with the strategic plan and in line with BiznesAlbania strategic goal of improving membership services, new Customer Relationship Management (CRM) software was installed and rolled out.	The ILO organized and led a strategic planning workshop for BiznesAlbania and provided technical support in the process of developing and adopting its strategic plan. ILO-ITC Turin provided a training in October 2014 on installation and operation of the CRM programme. ILO provided technical training on the African Development Bank/ILO toolkit (AfDB/ILO toolkit) for assessing the environment for women entrepreneurship. This methodology was successfully implemented by SHGPAZ combining primary (interviews and focus groups) and secondary data that enabled SHGPAZ to develop an evidence based comprehensive WED report. ILO provided technical assistance during the research and development of the WED enabling environment report.

CPO	P&B outcome	Results achieved	ILO contribution
		In 2013, the Albanian Professional, Businesswomen and Crafts Association (SHGPAZ) carried out an enabling environment assessment for women's entrepreneurship development (WED), resulting in a comprehensive report in English and Albanian on "Assessing the environment for women entrepreneurship" with concrete policy recommendations on the enabling environment for women's entrepreneurship in Albania. For example, SHGPAZ recommended that special taxation policy be put in place for women entrepreneurs start-ups, allowing a grace taxation period of up to two years. The WED report was launched in February 2014. The Ministry of Economy approved a new strategy for 'Enterprise development and Investments in Albania 2014–20' which clearly recognised importance of female entrepreneurship.	
ALB 826: Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations	Outcome 18: International labour standards are ratified and applied	<p><i>(Case of interest re: C150)</i></p> <p>A 1995 law has recently been amended to improve the definition of employment, introduce the concept of employment services, counselling and orientation for the profession, and develop new employment programmes, such as professional practice for recent high school graduates.</p> <p><i>(Case of interest re: C. 97) 2013</i></p> <p>Detailed information has been provide by the Government on the measures taken to ensure adequate and free services and information to Albanian emigrants, particularly in the context of the National Strategy on migration and National Action Plan for Migration and bilateral agreements with Italy, Germany and France.</p> <p><i>(Case of interest re: C. 102) 2013</i></p> <p>Following the adoption of the Law 10383 of 24 February 2011 on the compulsory health insurance, the right of appeal is now recognized in cases concerning health, in relation to a fine or suspension of benefits (art.39).</p> <p><i>(Case of interest re: C. 183)</i></p> <p>The 1995 Labour Code is being modified and the draft amendments are awaiting approval by the Council of Ministers.</p> <p>A new draft Labour Code ensures conformity with ratified conventions. The draft was approved by the National Labour Council and submitted to Parliament.</p>	<p>Regarding cases of progress, which were noted with satisfaction or interest by the Committee of Experts on the Application of Conventions and Recommendations (CEACR), the changes in national law and /or practice followed one or more previous comments by the supervisory bodies and/or technical assistance provided by the Office. These comments were prepared with the assistance of the Office. The Office conducts an in-depth analysis of national law and practice for the CEACR and maintains a permanent dialogue with the constituents.</p> <p>ILO provided technical assistance in the process of drafting.</p>

CPO	P&B outcome	Results achieved	ILO contribution
Bosnia and Herzegovina			
BIH 102: Ratification of Convention 151 is initiated by the Government	Outcome 13: A sector-specific approach to decent work is applied	Labour Relations (Public Service) Convention, 1978 (No. 151) ratified by Bosnia and Herzegovina on 31 March 2015	With the support of the Office: <ul style="list-style-type: none"> – A gap analysis was carried out. – A tripartite validation was conducted. – The ILO Manual on Collective Bargaining and Dispute Resolution in the public sector was translated into Serbian and used by national constituents.
BIH 801: Strengthened institutional capacity of employers' organizations	Outcome 9: Employers have strong, independent and representative organizations	The Association of Employers of the FBiH (UPFBiH) carried out an assessment of the current Labour Act from September 2014 to May 2015. The assessment included primary research (membership surveys) and secondary research (international Labour Standards, EU Directives and comparative studies) which resulted in the development of a comprehensive report in June 2015 containing key policy recommendations on Labour Act revisions. The organization advocated its position via media and with policy makers. The new Labour Act, enacted on 30 July 2015 includes less administrative burdens for employers, introduces a performance-based salary element into the mandatory salary structure, and extends the maximum duration of fixed-term employment agreements from two to three years.	The ILO provided technical support for the research, including focus group meetings and a survey of 174 companies (representing 25 per cent of all employees in the private sector) and on the development of the final report.
BIH 999: n.a.	Outcome 16: Child labour is eliminated, with priority given the worst forms	Case of interest C182 (Report 2015) The Committee notes with interest the Government's indication that a "child" in accordance with the provisions of the laws of Republika Srpska means persons under the age of 18 years. The Committee notes with interest that Chapter XIX of the Criminal Code of the Brcko District (CC BD) sets out penalties for the offences related to sexual abuse of children and child prostitution. The Committee notes with interest that according to section 208 of the CC BD, a person who abuses a child or a juvenile for taking photography, audio visual material or other material with pornographic contents, or possesses, imports, sells, distributes or presents such material or induces such persons to take part in a pornographic performance shall be sentenced to prison from one to five years.	Regarding cases of progress, which were noted with satisfaction or interest by the Committee of Experts on the Application of Conventions and Recommendations (CEACR), the changes in national law and /or practice followed one or more previous comments by the supervisory bodies and/or technical assistance provided by the Office. These comments were prepared with the assistance of the Office. The Office conducts an in-depth analysis of national law and practice for the CEACR and maintains a permanent dialogue with the constituents.

CPO	P&B outcome	Results achieved	ILO contribution
BIH 826: Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations.	Outcome 18: International labour standards are ratified and applied	<p>After the long-standing complaint of the Committee and as a result of ILO technical assistance, registration of Workers Organization in the Federation of Bosnia and Herzegovina was completed in 2014, as mentioned in the general survey.</p> <p>The Report of the Committee of Experts on the Application of Conventions and Recommendations, ILC 103rd Session, 2014 noted with interest: “that the Act on Amendments to the Act on Associations and Foundations of Bosnia and Herzegovina was adopted on 14 September 2011 and abrogates section 32(2). Confederation of Independent Trade Unions of Bosnia and Herzegovina (SSSBIH). The Committee takes note of the comments of the SSSBIH dated 7 December 2012 and notes with satisfaction that the SSSBIH was registered on 8 May 2012.”</p>	Mission and technical advice of technical specialist to BIH. Training on the use of ILO supervisory mechanisms and follow-up exchanges.
The former Yugoslav Republic of Macedonia			
MKD 102: Establishment of an effective labour dispute settlement mechanism	Outcome 12: Tripartitism and strengthened labour market governance contribute to effective social dialogue and sound industrial relations	<p>A number of amendments to the Law for ALDS as well as several options for strengthening institutional arrangements were submitted to the MLSP. This revitalizes the system for labour disputes resolution. The capacity of the government, mediators and social partners to implement new processes and institutional arrangements has been strengthened.</p> <p>The amendments to the Law on Peaceful Settlement of Labour Disputes was adopted in 2014 and come into force on the 1st of January 2015, setting the legal grounds for the establishment of an operational mechanism of amicable settlement of labour disputes. The mechanism has been established within the ongoing TC project on Promoting Social Dialogue funded by the EU and implemented by the ILO.</p>	<p>The ILO provided technical support for the establishment of mechanisms for the peaceful settlement of labour disputes. Also, ILO provided technical advice on the amendments to the current Law on Peaceful Settlement of Labour Disputes (LPSD). It delivered training for members of the working group on amending the existing law, as well as representatives of the social partners, members of the Economic and Social Council, and mediators, on how to establish effective mechanisms for dispute settlement. In addition, ILO facilitated a workshop on labour dispute resolution in the public sector. The new Guide on Labour Dispute Systems was also translated to provide practical guidance for Ministry officials and the social partners.</p> <p>ILO provided technical and legal advice in the law drafting process. The ILO's recommendations have all been incorporated in the new law.</p>

CPO	P&B outcome	Results achieved	ILO contribution
		<p>The following have been achieved so far: Curriculum for permanent training programme developed, endorsed and published by the Ministry in the Official Journal. Tripartite Commission for Licensing labour conciliators established under the national Economic and Social Council (ESC). First group of eight labour conciliators licensed. Online and phone application for conciliation of labour disputes made available through dedicated email address and phone number established with the Secretariat of the national ESC based in the MLSP. Secretariat of the national ESC has got two more staff (one employers' organization official, and one trade union official paid by their respective organizations) to process applications. Case management database developed with the MLSP to be administrated by the Secretariat of the national ESC.</p>	<p>Turin Centre in cooperation with Irish Labour Relations Commission and ILO delivered two training courses in Ohrid (ToT) and Skopje on conciliation skills in June and September 2015 which allowed 32 would be conciliators to apply for a licence. Eight women and nine men participated in the training of trainers in Ohrid, while seven women and 8 men participated in the training in Skopje. ITC training kit along with the Practical Guide for Professional Conciliation authored by the director of Conciliation Service of the Irish Labour Relations Commission were used as training materials in the above mentioned training activities.</p> <p>Six conciliators attended the ILO-ITC course on inter-personal conflicts in the workplace.</p> <p>National assessment of the performance of individual dispute resolution mechanism was carried out. RBSA funding has contributed to supporting this work and to the achievement of the reported results.</p>
MKD 104: Promotion of ratification and implementation of the Labour relations (Public Service) Convention No. 151 (1978)	Outcome 13: A sector-specific approach to decent work is applied	The FYR Macedonia ratified the Labour Relations (Public Service) Convention No. 151 (1978) on 22 July 2013.	In May 2012, the Office delivered a gap analysis on how the current legal situation compares with C151, R159 and CFA rulings as an input for the ratification process. A capacity building workshop was organized in Sep 2012, using the Macedonian version of the ILO's Manual of Best Practices on the Manual of Collective Bargaining and Dispute Resolution in the Public Service.
MKD 129: Improved knowledge of the tripartite constituents to design recovery packages during economic crisis taking into account the impact on women and men	Outcome 1: Employment promotion: More women and men have access to productive employment, decent work and income opportunities	<p>The National Economic Reform Programme 2015 includes employment generation as a target, including as a distinctive strategic goal of the country' macroeconomic policy framework. The Programme is in line with the Europe 2020 Strategy as well as the SEE – 2020 Strategy of the Council for Regional Cooperation, called "Jobs and Prosperity in a European Perspective". The social partners contributed to its preparation.</p> <p>The National Employment Strategy of the FYROM 2016–20 was adopted by the Council of Ministries on 22 October 2015. The strategy was developed by a tripartite technical committee with the support of the ILO, UNDP and the World Bank.</p>	<p>The ILO contributed to capacity building of the social partners through their participation in the course Macroeconomic Policies, Jobs and Inclusive Growth in Turin in 2015</p> <p>The ILO provided support to the creation of the tripartite technical committee, the training of its members on national employment policy, the definition of a timeline for the new strategy and the preparation of the employment and labour market employment diagnostic. ILO also facilitated the process to define policy priorities for the new strategy.</p>

CPO	P&B outcome	Results achieved	ILO contribution
MKD 130: Improving decent work opportunities for youth through knowledge and action	Outcome 2: Skills development increases the employability of workers, the competitiveness of enterprises and the inclusiveness of growth	The government and the social partners adopted in 2012 a four-year National Action Plan on Youth Employment that allocates human and financial resources for implementation. Government highlights young population as a priority for employment solutions. Some of the measures have included the suspension of social security contributions Government is establishing closer monitoring of labour demand needs	<p>The ILO provided technical assistance to the government and the social partners for the development of the Plan, in collaboration with the Turin Centre. This consisted of the review of the youth labour market, the analysis of effectiveness of policies institutions and programmes, the implementation of a tripartite technical workshop for the formulation of the plan and the provision of advisory services throughout the formulation of the same Plan. Technical assistance was also provided by the ILO to the government and the National Statistical Office for the design and implementation of a countrywide school-to-work transition survey, supported by The MasterCard Foundation. This survey identified baseline data against which assess progress in the implementation of the Plan.</p> <p>ILO assisted the national statistics office to carry out the School-to-work transition survey and disseminated its results at a tripartite national workshop. ILO provided high level advice to MLSP on labour mismatch and PES role in youth employment RBSA funding has contributed to supporting this work and to the achievement of the reported results</p>
MKD 154: Improved capacity of social partners regarding minimum wage setting and arrangements for working time	Outcome 5: Better working conditions: More women and men have better and more equitable working conditions	Amendments to the Labour Relations Law were adopted in March 2015 in relation to the organization of working time (i.e. clarifying the provisions regarding the redistribution or averaging of working hours over three months) and the payment of annual leave may be used. These also concern the extension maternity protection for workers with fixed-term contracts	The ILO conducted both an analysis of working time legislation and an assessment of legislation, policies and practice on maternity and paternity at work in the country on the basis of which two tripartite technical workshops were organized, respectively in November and July 2014 to present results, validate findings and put forward recommendations in the two areas of work
MKD 801: Strengthened institutional capacity of employers' organizations	Outcome 9: Employers' Organizations: Employers have strong, independent and representative organizations	In 2013, the Business Confederation of Macedonia (BCM) and Organization of Employers' of Macedonia (ORM) carried out an assessment of the enabling environment for sustainable enterprises, based on an evidence-based policy and advocacy toolkit (EESE) which assists employers' organizations to analyze the business environment and make policy recommendations for improving the policy and regulatory environment in which businesses start up and grow. The assessment was followed by the development of an EESE report in English and Macedonian containing key policy recommendations in the area of enabling legal and	ILO provided training on the EESE toolkit leading to the development of the EESE report and Strategic Policy Framework (SPF). ILO also provided technical advice and financial support for the research, including focus group meetings, a survey of 200 companies as well as on the development of the EESE report, Strategic Policy Framework (SPF) and three position papers. In addition, ILO provided training on advocacy for employers' organizations in 2015.

CPO	P&B outcome	Results achieved	ILO contribution
		regulatory framework, rule of law, fair competition, access to financial services and entrepreneurial culture. The research findings led to the development of the first joint ORM and BCM Strategic Policy Framework on “Business Priorities for Sustained Growth”. In 2014 and 2015 both organizations continued their work on the Enabling Environment for Sustainable Enterprises and developed three position papers on access to finance, entrepreneurial culture, and fair competition providing detailed policy recommendations.	
MKD 802: Strengthened institutional capacity of workers' organizations	Outcome 10: Workers' organizations: Workers have strong, independent and representative organizations	Trade unions organized training activities to highlight use of the ILO Supervisory mechanisms for protecting workers' fundamental rights. Field campaign on the benefits of trade union membership and organizing and the relevant social role of trade union organizations was carried out. Negotiation has been launched in the agriculture sector for renewing the existing Collective Labour Agreement. workers' organizations actively participated in and influenced the development process of the country's new Decent Work Country Programme 2015–18.	Support for developing social dialogue in Macedonia, training on collective bargaining values and skills was provided for 44 out of 120 trade union representatives from Telecommunication, Trade and Energy. The training focussed on gender equality principles, non-discrimination values and use of the ILO Supervisory mechanisms for protecting workers' fundamental rights. Training delivered to 22 selected trade union representatives from national and branch levels in organizing and recruiting new trade union members. Technical support to the field campaign for promoting the benefits of trade union membership and the important role of trade union organizations.
Montenegro			
MNE 801: Strengthened institutional capacity of employers' organizations	Outcome 9: Employers have strong, independent and representative organizations	Montenegrin Employers' Federation carried out an assessment of the enabling environment for sustainable enterprises (ESEE), based on an evidence-based policy and advocacy toolkit which assists employers' organizations to analyze the business environment and make policy recommendations for improving the policy and regulatory environment in which businesses start up and grow. The assessment was followed by the development of an ESEE report in English and Montenegrin languages containing key policy recommendations in the area of sound and stable microeconomic policy, fair competition, access to	1. ILO provided training on the ESEE toolkit leading to the development of the ESEE report and Strategic Policy Framework (SPF). ILO also provided technical advice and financial support on the research, including focus group meetings and a survey of 200 companies in early 2013, and technical advice on the development of the ESEE report and Strategic Policy Framework (SPF).

CPO	P&B outcome	Results achieved	ILO contribution
		<p>financial services and good governance. The research findings led to the development of MEF's first Strategic Policy Framework (high level advocacy document) named "Five Killers of Business" formally launched in October 2013. As result of EESE work, MEF has further strengthened its existing advocacy skills and the capacity (methodology and know-how) to develop stronger policy positions and advocacy materials in the future.</p> <p>MEF carried out an enabling environment assessment for women entrepreneurship development (WED), resulting in a comprehensive report in English and Montenegrin languages on "Assessing the environment for women entrepreneurship" with concrete policy recommendations on an enabling environment for women's entrepreneurship in Montenegro. For example, MEF recommended that the national Bureau of Statistics (MONSTAT) should constantly collect and classify all data relevant to the development of entrepreneurship by gender. The WED report was launched in September 2013.</p> <p>In early 2013, the Montenegrin Employers' Federation (MEF) developed its 2013–17 strategic plan, which was endorsed by its Board of Directors in March 2013. The plan identifies the organizational mission and vision and specific objectives to be achieved including the introduction of critical success factors and key performance indicators. In line with the strategic plan an annual action plan was developed that measures progress on each strategic goal of the organization.</p> <p>In connection with the strategic plan and in line with MEF strategic goals of increasing membership and providing improved services, new Customer Relationship Management (CRM) software was installed and rolled out.</p>	<p>ILO provided technical training on the African Development Bank/ILO toolkit (AfDB/ILO toolkit) for assessing the environment for women entrepreneurship. This methodology was successfully adopted and implemented by MEF combining primary (interviews and focus groups) and secondary data that enabled MEF to develop evidence based comprehensive WED report. ILO provided technical assistance during the research and development of the WED enabling environment report.</p> <p>The ILO provided technical support for the strategic planning workshop and in the process of developing and adopting its strategic plan.</p> <p>ILO-ITC Turin provided training in October 2014 on the installation and operation of the CRM program.</p>

CPO	P&B outcome	Results achieved	ILO contribution
Serbia		In February 2015, MEF introduced a new product and service (training) for its members on the promotion of equality in the workplace. MEF developed three guides: a/ a general employers guide on equality and non-discrimination; b/ an employers' legal guide on equality and non-discrimination; and c/ an employers' code of practice on equality and non –discrimination. MEF conducted four training sessions on the promotion of equality in the workplace reaching 81 participants. MEF also promoted the importance of equality in the workplace in printed media by publishing a press release and participating in a TV talk show. By the end of 2015, MEF organized two additional training sessions for members and two training sessions for students in business and economy. The above mentioned three guides were made publicly available and promoted online through the MEF website.	With funding from the Government of Norway, the ILO provided technical assistance for the development of the three products based on ILO's C111 Guide for Promotion of Equality at the workplace. The ILO also provided training of MEF trainers that included introduction to the appropriate methodology and tools.
SRB 801: Strengthened institutional capacity of employers' organizations	Outcome 9: Employers have strong, independent and representative organizations	The Serbian Employers Federation (SAE) carried out an assessment of the enabling environment for sustainable enterprises, using an evidence-based policy and advocacy toolkit (ESEE) which assists employers' organizations to analyze the business environment and make policy recommendations for improving the policy and regulatory environment in which businesses start up and grow. The results of this assessment, including key policy recommendations in the area of labour law revision, wage taxation, trade regulation and reform of the inspection, are contained in an ESEE report in English and Serbian language. On the basis of the ESEE report, SAE prepared three position papers in English and Serbian language (labour law revision, wage taxation and trade regulation/inspections). These papers form the basis of SAE's structured advocacy agenda, mandated by its members. The position papers were launched in July 2013 with extensive media coverage and presented in Serbian Parliament in July 2013. As result of ESEE work, SAE has further strengthened its existing advocacy skills and the capacity (methodology and know-how) to develop stronger policy positions and advocacy materials in the future.	ILO provided training on the product, the ESEE toolkit leading to the development of the ESEE report and evidence based position papers. ILO also provided technical advice, financial assistance and support on the research, including focus group meetings and a survey of 200 companies in early 2013, and on the development of the report and position papers (May-July 2013) including a national validation workshop and a national launch of the ESEE report and roundtable discussion with the media.

CPO	P&B outcome	Results achieved	ILO contribution
		SAE carried out an enabling environment assessment for women entrepreneurship development (WED), resulting in a comprehensive report in English and Serbian language on 'Assessing the environment for women entrepreneurship' with concrete policy recommendations for enabling environment for women entrepreneurship in the Republic of Serbia. For example SAE recommended establishment of intensive inter-agency cooperation at the level of the Government of the Republic of Serbia, especially between the Ministry of Finance and Economy and the Gender Equality Directorate of the Ministry of Labour and Social Policy, but also between other relevant ministries through the establishment of inter-agency team. The report was launched in June 2013 with good media coverage.	ILO provided technical training on the African Development Bank/ILO toolkit (AfDB/ILO toolkit) for assessing the environment for women entrepreneurship. This methodology was then successfully adapted and implemented by SAE combining primary (interviews and focus groups) and secondary data that enabled SAE to develop evidence based comprehensive WED report. ILO provided technical assistance during the research and development of WED enabling environment report.
		In order to create conducive business environment over the period of two years (2011–12) SAE conducted a research on burdens of doing business and organized number of round table discussions and meetings with employers throughout Serbia in order to form its position and priorities for its advocacy agenda. Concrete policy recommendations were developed and launched through a wide media campaign and press conference. SAE engaged advocated its recommendations via the Economic and Social Council and obtained support from reputable economists for its position. As result, SAE successfully influenced changes in the legislation in December 2012 that resulted in abolishment of local taxes (estimated 600–1000 euro per year per company) that affected 90 per cent of the businesses, removed the obligation for operation of a fiscal cash register in various small trade businesses that affected 16 per cent of businesses in Serbia and resulted in significant savings. Finally VAT registration threshold has been doubled resulting in significant savings in bookkeeping fees to micro and small businesses.	LO provided technical training on advocacy for employers' organizations to SAE and ongoing technical advice and assistance on survey design and methodology and during the research and development of the research report and position papers.

CPO	P&B outcome	Results achieved	ILO contribution
		<p>Serbia amended its Labour Law in July 2014. In response, the Serbian Employers Association (SAE) developed a training programme for employers on the new labour legislation in September 2014. SAE also published a new guidebook for employers on the new labour law. Eleven training workshops were held during September 2014 – March 2015 for 284 participants both in and outside the capital Belgrade, generating revenue. SAE is marketing and promoting its service through its new web site.</p> <p>The Serbian Employers Federation (SAE) in September and October 2013 carried out an assessment of conditions for doing business in three industries in Serbia (IT and telecommunications, chemistry and non-metals industry and textile, leather and footwear industry). The assessment that included a number of focus group meetings and membership surveys captured business sentiments from 600 firms operating in these industries. The results of this assessment, including key policy recommendations for each industry, are contained in the national report “Conditions for doing business and measures for development” published in English and Serbian in November 2013. On the basis of the report, SAE prepared three position papers in English and Serbian for each industry. These papers formed the basis of SAE’s structured advocacy agenda, mandated by its members. The position papers were launched in December 2013 with extensive media coverage. The informal economy and in particular unfair competition were considered as key challenges for all three industries covered by the research. In 2014–15 SAE participated in a working group tasked with preparing a new Law on Inspection. The Law on Inspection is one of key tools in reducing the informal economy in Serbia. SAE advocated that inspections should also include unregistered companies in order to reduce unfair competition. The Law that now enables inspectors to control companies in the informal economy, even unregistered subjects, was enacted in April 2015.</p>	<p>The ILO provided technical assistance in identifying the potential area for expansion of SAE services and development of the new labour law guidebook.</p> <p>ILO provided technical support on the research methodology, including the development of the report and position papers. ILO also provided advocacy training to SAE.</p>

CP0	P&B outcome	Results achieved	ILO contribution
SRB 802: Strengthened institutional capacity of workers' organizations	Outcome 10: Workers have strong, independent and representative organizations	<p>Capacity of 34 trade union activists at company level was enhanced to mainstream gender through collective bargaining in the Metal and Chemical sectors. Capacities were enhanced on ILO supervisory mechanisms and their use in protecting workers' fundamental rights, on collective bargaining processes at national, sector and enterprise level; and to effectively comment and react to proposals on Labour Code amendments and efficiently oppose to the increased level of flexibility in labour relations is strengthened. A subregional training seminar for trade union representatives in the auto industry will aim at enhancing the knowledge base on the ILO Declaration on MNEs and Social Policies. Contribution to the discussions on the DWCP for Serbia 2013–17 and strengthening of its implementation.</p> <p>Special attention has been paid to ILO Fundamental Conventions and their use corroborated with ILO Supervisory Mechanisms for better promoting and protecting workers' fundamental rights.</p>	<p>Study on Collective bargaining at company level in Serbia, commissioned and validated. Capacity building and technical assistance on collective bargaining, gender mainstreaming and ILO supervisory mechanism.</p> <p>Technical assistance and capacity building on gender mainstreaming through collective bargaining, ILO Supervisory Mechanisms and International Labour Standards.</p>
SRB 826: Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations	Outcome 18: International labour standards are ratified and applied	<p>Technical support will be maintained in the area of peaceful settlement of labour disputes related to the new Law on Strike. Draft law on strike addressing CEACR comments was finalized and submitted to public hearings.</p> <p><i>Case of interest re: C.32</i></p> <p>The series of Rules No.14/64 give effect to several articles of the Convention.</p>	ILO has been providing advisory services, comparative law and practice, and has supported and facilitated the consultative process.

ANNEX 8. ALIGNMENT OF CPOS WITH DWCP OUTCOMES AND P&B OUTCOMES

CPO	Biennium 12–13 ¹⁰⁶	Biennium 14–15 ¹⁰⁷	P&B ¹⁰⁸	DWCP ¹⁰⁹
Albania				
ALB 101	X	X	-	1.1
ALB 102	X	X	2	2.2
ALB 103	X	X	11	3.2
ALB 104	X	X	-	1.3
ALB 127	X	X	-	2.3
ALB 129	X	X	-	-
ALB 130	X	X	2	2.1
ALB 131	X	X	5	-
ALB 132	-	X	1	-
ALB 151	X	X	-	3.1 & 3.3
ALB 152	X	X	-	-
ALB 153	X	X	16	-
ALB 801	X	X	9	1.2
ALB 802	X	X	-	1.2
ALB 826	X	X	18	1.3
BIH				
BIH 102	X	X	18	-
BIH 103	X	X	18	1.1
BIH 128	X	X	-	-
BIH 129	X	X	-	2.1

¹⁰⁵ ILO IRIS: Country Programme View 2012–13 Reports.

¹⁰⁶ ILO IRIS: Country Programme View 2014–15 Reports.

¹⁰⁷ As per the Implementation Reports for each country (both biennia).

¹⁰⁸ Results Matrix country DWCPs.

CPD	Biennium 12–13 ¹⁰⁶	Biennium 14–15 ¹⁰⁷	P&B6 ¹⁰⁸	DWCP ¹⁰⁹	
BIH 151	X	X	-	3.1	
BIH 152	X	X	-	3.2	
BIH 153	X	X	-	3.3	
BIH 801	X	X	9	1.2	
BIH 802	X	X	-	1.2	
BIH 826	X	X	18	1.3	
BIH 999	-	X	16	-	
FYROM				2010–13	2015–18
MKD 101	X	X	-	1.1	-
MKD 102	X	X	12	1.3	-
MKD 103	X	X	-	3.2	-
MKD 104	X	X	13	-	-
MKD 127	X	X	-	2.2	-
MKD 129	X	X	1	2.1	-
MKD 130	X	X	2	2.3	-
MKD 151	X	X	-	3.2	-
MKD 152	X	X	-	3.1	-
MKD 153	X	X	-	3.3	-
MKD 154	X	X	5	3.4	-
MKD 801	X	X	9	1.2	-
MKD 802	X	X	10	1.2	-
MKD 826	X	X	18	1.4	-
Montenegro					
MNE 103	X	X	-	-	
MNE 128	X	X	-	-	
MNE 129	X	X	-	-	
MNE 801	X	X	9	-	
MNE 802	X	X	-	-	
MNE 826	X	X	-	-	
Serbia					
SRB 101	X	X	-	1.1	
SRB 102	X	X	-	1.1	
SRB 103	X	X	-	1.3	
SRB 104	X	X	-	3.3	
SRB 126	X	X	-	2.1, 2.3	
SRB 127	X	X	-	2.2	
SRB 130	X	X	-	2.1	
SRB 151	X	X	-	3.2	

CPO	Biennium 12–13 ¹⁰⁶	Biennium 14–15 ¹⁰⁷	P&B6 ¹⁰⁸	DWCP ¹⁰⁹
SRB 152	X	X	-	3.1
SRB 153	X	X	-	-
SRB 154	-	X	-	-
SRB 801	X	X	9	1.2
SRB 802	X	X	10	1.2
SRB 826	X	X	18	1.3

ANNEX 9. COHERENCE OF DIFFERENT REPORTING SYSTEMS

CPO	ILO IRIS: Country Programme View		Implementation Report		Results Matrix DWCP
	2012–13	2014–15	2012–13	2014–15	
Albania					
ALB 101	Pipeline	Pipeline	Not reported	Not reported	Pipeline
ALB 102	Target	Maintenance	Yes	Not reported	Target
ALB 103	Target	Maintenance	Yes	Not reported	Target
ALB 104	Target	Pipeline	Not reported	Not reported	Target
ALB 127	Maintenance	Maintenance	Not reported	Not reported	Maintenance
ALB 129	Pipeline	Pipeline	Not reported	Not reported	Not mentioned
ALB 130	Target	Maintenance	Yes	Not reported	Target
ALB 131	Target	Target	Yes	Yes	Not mentioned
ALB 132	Not reported	Target	Not reported	Yes	Not mentioned
ALB 151	Pipeline	Pipeline	Not reported	Not reported	Pipeline
ALB 152	Achieved (2010–11)	Achieved	Not reported	Not reported	Not mentioned
ALB 153	Achieved	Achieved	Yes	Yes	Not mentioned
ALB 801	Pipeline	Target	Not reported	Yes	Pipeline
ALB 802	Pipeline	Pipeline	Not reported	Not reported	Pipeline
ALB 826	Target	Maintenance	Yes	Not reported	Target
BIH					
BIH 102	Target	Target	Yes	Yes	Not mentioned
BIH 103	Target	Pipeline	Yes	Not reported	Yes
BIH 128	Achieved	Achieved	Not reported	Not reported	Not mentioned
BIH 129	Pipeline	Pipeline	Not reported	Not reported	Yes
BIH 151	Pipeline	Pipeline	Not reported	Not reported	Yes
BIH 152	Pipeline	Pipeline	Not reported	Not reported	Yes
BIH 153	Pipeline	Target	Not reported	Not reported	Yes
BIH 801	Maintenance	Maintenance	Not reported	Yes	Yes

CPO	ILO IRIS: Country Programme View		Implementation Report		Results Matrix DWCP	
	2012–13	2014–15	2012–13	2014–15		
BIH 802	Pipeline	Pipeline	Not reported	Not reported	Yes	
BIH 826	Pipeline	Target	Not reported	Yes	Yes	
BIH 999	Not reported	Not reported	Not reported	Yes	Not mentioned	
FYROM					2010–13	2015–18
MKD 101	Maintenance	Maintenance	Not reported	Not reported	Yes	Not mentioned
MKD 102	Target	Target	Yes	Yes	Yes	Not mentioned
MKD 103	Maintenance	Pipeline	Not reported	Not reported	Yes	Not mentioned
MKD 104	Target	Maintenance	Yes	Not reported	Not mentioned	Not mentioned
MKD 127	Pipeline	Pipeline	Not reported	Not reported	Yes	Not mentioned
MKD 129	Pipeline	Pipeline	Not reported	Yes	Yes	Not mentioned
MKD 130	Target	Target	Yes	Yes	Yes	Not mentioned
MKD 151	Pipeline	Pipeline	Not reported	Not reported	Yes	Not mentioned
MKD 152	Pipeline	Pipeline	Not reported	Not reported	Yes	Not mentioned
MKD 153	Pipeline	Pipeline	Not reported	Not reported	Yes	Not mentioned
MKD 154	Pipeline	Target	Yes	Yes	Yes	Not mentioned
MKD 801	Pipeline	Target	Not reported	Yes	Yes	Not mentioned
MKD 802	Pipeline	Target	Not reported	Yes	Yes	Not mentioned
MKD 826	Target	Maintenance	Yes	Not reported	Yes	Not mentioned
Montenegro						
MNE 103	Maintenance	Pipeline	Not reported	Not reported	Not mentioned	
MNE 128	Pipeline	Pipeline	Not reported	Not reported	Not mentioned	
MNE 129	Pipeline	Pipeline	Not reported	Not reported	Not mentioned	
MNE 801	Target	Target	Yes	Yes	Not mentioned	
MNE 802	Pipeline	Pipeline	Not reported	Not reported	Not mentioned	
MNE 826	Pipeline	Pipeline	Not reported	Not reported	Not mentioned	
Serbia						
SRB 101	Achieved	Maintenance	Not reported	Not reported	Yes	
SRB 102	Maintenance	Pipeline	Not reported	Not reported	Yes	
SRB 103	Target yellow	Pipeline	Not reported	Not reported	Yes	
SRB 104	Pipeline	Pipeline	Not reported	Not reported	Yes	
SRB 126	Pipeline	Pipeline	Not reported	Not reported	Yes	
SRB 127	Maintenance	Maintenance	Not reported	Not reported	Yes	
SRB 130	Pipeline	Pipeline	Not reported	Not reported	Yes	
SRB 151	Pipeline	Pipeline	Not reported	Not reported	Yes	
SRB 152	Target	Target	Not reported	Not reported	Yes	
SRB 153	Pipeline	Pipeline	Not reported	Not reported	Not mentioned	
SRB 154	Not reported	Pipeline	Not reported	Not reported	Not mentioned	

CPO	ILO IRIS: Country Programme View		Implementation Report		Results Matrix DWCP
	2012–13	2014–15	2012–13	2014–15	
SRB 801	Target	Target	Yes	Yes	Yes
SRB 802	Target	Maintenance	Yes	Not reported	Yes
SRB 826	Target	Maintenance	Yes	Not reported	Yes

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