

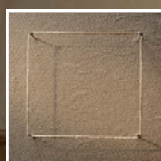
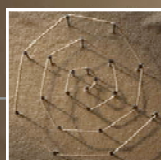
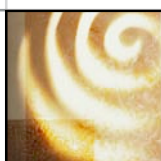


International
Labour
Office
Geneva

Independent Evaluation of ILO's Strategy for Employment Creation through Employment-intensive Investment

September 2006

ILO EVALUATION



EVALUATION
UNIT

Independent Evaluation of ILO's Strategy for Employment
Creation through Employment-intensive Investment
Approaches (EIS)

International Labour Office

September 2006

Prepared by
Richard Longhurst and
Carla Henry

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ILO

International Labour Office

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Preface

This evaluation report provides the background documentation and analysis for the basis of the findings, conclusions and recommendations set out in the summary report GB.297/PFA/2/2, “Independent evaluation of the ILO’s strategy for employment-intensive investment”, presented by the Office to the Governing Body at its 297th Session in November 2006.

The report was prepared by independent consultants with no previous involvement in the ILO’s employment-intensive investment strategy. Responsibility for the content and presentation of findings and recommendations rests with the evaluation team. As such, the views and opinions expressed in the report do not necessarily correspond to the views of the ILO, its members, or implementing partners.

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List of Abbreviations

ADB	Asian Development Bank
AfDB	African Development Bank
AGETIPE	Agence de Travaux d'Intérêt Publique pour l'Emploi
ASIST	Advisory Support, Information Services and Training Programme for Employment-intensive Infrastructure Development
ASIST-AP	ASIST Asia-Pacific
AU	African Union
BWI	Building and Wood Workers' International
CICA	Confederation of International Contractors' Associations
COOP	Cooperatives Branch (ILO)
CRISIS	Crisis Response and Reconstruction Branch (ILO)
CTA	Chief technical advisor
DAC	Development Assistance Committee (OECD)
DBSA	Development Bank of Southern Africa
DFID	Department for International Development (United Kingdom)
DWCP	Decent Work Country Programme
ECA	UN Economic Commission for Africa
EII	Employment-intensive investment
EIIP	Employment-intensive Investment Programme
EIIS	Employment-intensive investment strategy
EMP/INVEST	Employment-intensive Investment Branch (ILO)
EPWP	Expanded Public Works Programme
EU	European Union
EVAL	Evaluation Unit (ILO)
FAO	Food and Agricultural Organisation
FID	Fonds d'Intervention pour le Développement
GEA	Global Employment Agenda
GTZ	German Technical Cooperation Agency
HABITAT	UN Human Settlements Programme
HIMO	Haute Intensité de Main d'œuvre
HIV/AIDS	Human Immunodeficiency Virus/ Acquired Immunodeficiency Syndrome
IBRD	International Bank for Reconstruction and Development
ICFTU	International Confederation of Free Trade Unions
IFAD	International Fund for Agricultural Development
IFG	International Focus Group
IFI	International Financial Institutions
IFRTD	International Forum for Rural Transport and Development
ILO	International Labour Office/ International Labour Organization
ILO/AIDS	ILO Programme on HIV/AIDS at the Workplace
IMF	International Monetary Fund
INFRES	Infrastructure for Rural Productivity Enhancement Sector Project
IOE	International Organisation of Employers
IPEC	International Programme on the Elimination of Child Labour (ILO)
IRIS	Integrated Resource Information System (ILO)

ITC Turin	International Training Centre Turin (ILO)
JICA	Japan International Cooperation Agency
LED	Local Economic Development
LGU	Local Government Unit
IRAP	Integrated Rural Accessibility Planning Tool
MAP	Madagascar Action Plan
MDG	Millennium Development Goals
MDT	Multi-Disciplinary Team (ILO)
MoU	Memorandum of Understanding
NEPAD	New Partnership for Africa's Development
NORAD	Norwegian Agency for Development Cooperation
MRD	Ministry of Rural Development (Cambodia)
NFG	National focus groups
NGO	Non-governmental organisation
NPRS	National Poverty Reduction Strategy
OECD	Organisation for Economic Cooperation and Development
P&B	Programme and Budget
PRGF	Poverty Reduction and Growth Facility
PRS	Poverty Reduction Strategies
PRSPs	Poverty Reduction Strategy Papers
PSI	Programme Support Income
RB	Regular budget (funds)
RECs	Regional Economic Communities
RECON	Department of Recovery and Reconstruction (ILO)
RO	ILO Regional Office
RSA	Republic of South Africa
SECTOR	Sectoral Activities Branch (ILO)
SIDA	Swedish International Development Agency
SME	Small and medium enterprise
SPF	Strategic Policy Framework
SWAPs	Sector Wide Approaches / Sector Wide Assistance Programmes
SRO	ILO Sub-regional Office
TOR	Terms of reference
UN	United Nations
UNDAF	UN Development Assistance Framework
UN-DESA	UN Department for Economic and Social Affairs
UNDP	UN Development Programme
UNEP	UN Environmental Programme
UNHCR	UN High Commissioner for Refugees
UNICEF	UN Children's Fund
UNOPS	UN Office for Project Services
UNRC	UN Resident Coordinator
WB	World Bank
WFP	World Food Programme
XB	Extra-budgetary (funds)

Executive Summary

This evaluation analyses the ILO's implementation of its strategy to support member States to integrate employment and social policy concerns into public and private investment policy in the infrastructure and construction sector. It takes into account the ILO's operational strategy for the Outcome 2b.2, which is referred to as the employment intensive investment strategy (EIIS). It is technically supported primarily by the Employment Sector and two regional technical units based in Harare and Bangkok.

The evaluation was conducted in line with the ILO's evaluation framework, with responsibility based in the Evaluation Unit. Information has been drawn from four main sources: a desk based review on selected documentation, and previous evaluation studies; interviews at ILO; email questionnaires to ILO staff and those knowledgeable about the Programme but external to ILO; and field missions to the Republic of South Africa, Madagascar, Cambodia and the Philippines.

Since 2000, the ILO has been working at various levels to promote EIIS in roughly 50 countries. About US\$ 50m has been invested since then through extra-budgetary-supported projects and an additional US\$ 5m in regular budget. Africa has received the brunt of project resources.

Findings

The evaluation finds EIIS employs an impressive range of effective techniques and experience, and generating many country level successes, primarily as pilots over the last 25 years. EIIS is an area with a high political profile for its techniques and services. In a small number of countries it has made significant inroads into mainstreaming the techniques across the range of investment decisions. Results have been quite encouraging where governments have taken conscious decisions to promote EIIS as another strategy against poverty and unemployment. The greatest challenges exist in launching a coordinated effort to mainstream employment-intensive investment policies and programmes.

The ILO has the mandate and expertise to carry out the objectives of the programme but lacks the full leverage to bring about the policy, institutional and philosophical change needed without more support from key influential institutions at global, regional and national levels. To mainstream the EIIS approach throughout requires influencing governments and major lenders to change policies and practices.

Although the ILO has done much to demonstrate the effectiveness of EIIS techniques, some concerns were found. The employment-intensive construction methods are disadvantaged by long-held national and international concerns about the management intensity for government institutions and their contractors, and perceived risks linked to the relatively slow disbursement of funds. In some countries there are perceptions of the methodology being donor-driven rather than nationally owned. Finally, corruption remains a major problem within infrastructure investment and there is some resistance to the increased transparency associated with these methods, particularly given the range of EIIS management tools for effective management and local governance.

Many of the achievements happened without the full participation of ILO's tripartite partners as the nature of the programme lent itself more effectively to the participation of other partners. The traditional tripartite system does not line up with all development situations and this is one of them; but when the partners have participated, they demonstrate their potential to contribute to its greater success. Nonetheless, EIIS lacks a critical mass of robust ILO constituents for the initiative and is weakened because of this.

Recommendations

EIIS is clearly a technical success but there are challenges remaining to reforming national and global institutional practices. All recommendations in this section reflect the understanding that new approaches must be sought to trigger and accelerate mainstreaming at global and national levels.

The Office should set a tighter and more demand driven focus for its work. If governments wish to take up EIIS services, they must commit to achieving certain milestones so that the Office can accelerate divestment of responsibility. EIIS should be wound down in countries which are not amenable to tighter priority setting and where governments do not wish to make this a national mainstreamed priority.

EIIS should focus on those countries where they can become part of the new aid environment and use the funds available to scale up their programmes with government support. The "scale-up" modality should be recognised and built into programming with the setting of demanding milestones. ILO's role is advisory. In this way and with a reinvigorated tripartite structure the leverage of ILO will be enhanced.

The Office can take greater cognisance of the new aid architecture, both within ILO (DWCP) and outside (UNDAF, PRS, social funds, budget support) so that as these structures are set up in any country, EIIS can be ready with tools and experience to maximise the employment aspects of infrastructural development in those funds. To ensure that ILO's expertise is adequately developed in national analytical and planning processes, it should propose a vision and capacity within the UNDAF, and follow this up with integrated proposals. The EIIS should take as priority situations where it links into PRSP-UNDAF and DWCP.

To better support EIIS the Office should build longer term and more strategic partnerships with agencies such as UNOPS, UNDP, HABITAT and the EU, and ILO staff and consultants should work with these agencies as a means of spreading the techniques and philosophy of EIIS.

Member governments should recognise that EIIS reflects considerable tried and tested experience and techniques and should be amenable to taking the steps for its success according to a strict timetable of milestones.

Both employers and trade unions could make more significant contributions. Employers organizations should be working on a focussed strategy to identify gaps in the institutional policies (or changes in philosophy) and the skills, incentives or practices that are required to provide opportunities for large numbers of small enterprises. This could be a niche to encourage contractors or business managers to engage more fully, or encourage training for certain types of skills, that aim to support their government's employment policies.

Workers' organisations should similarly identify niches they can fill, such as support of affiliations of unemployed groups, advice on labour standards and job opportunities through networking with other groups. Collaboration at community level could target local monitoring of contracting and procurement.

1 Introduction

This evaluation analyses the ILO's implementation of its strategy to support member States to integrate employment and social policy concerns into public and private investment policy in the infrastructure and construction sector. It takes into account the ILO's operational strategy for the Outcome 2b.2, which is referred to as the employment intensive investment strategy (EIS). The evaluation was conducted in line with the ILO's evaluation framework, with responsibility based in the Evaluation Unit. The evaluation team was composed of an external lead evaluator, Richard Longhurst, and an ILO evaluator, Carla Henry.

1.1 Purpose and outputs of the evaluation

The purpose of this evaluation is to provide insight on the mandate, continued relevance, effectiveness and efficiency of this strategy, programme, approach and interventions in strengthening and broadening the use of employment-intensive growth for poverty reduction. This includes consideration of whether the programme should be continued, discontinued or modified. This strategy evaluation covers the period 2000-2005. The following detailed issues are examined¹:

- ILO's comparative strengths and strategic positioning in this niche as compared to other organizations, as well as choice and development of partnerships with traditional ILO constituents and other government institutions related to infrastructure development and investments, (construction industry councils and construction unions) as well as with donors and IFIs (World Bank and regional development banks).
- Appropriateness of operational strategies, performance indicators and targets as set out in the Programme and Budgets, and recommend alternatives, if warranted.
- Evidence of the shorter and longer term direct and indirect outcomes² on the national partners and institutions that the strategy aims to strengthen (ILO constituents, government institutions, local communities, construction industry councils, construction unions, donors and financing agencies).
- Governance and management practices that characterize the ILO's organizational approach in implementing strategy. Attention will be given to the coherence and internal collaboration with other ILO programmes, services, and field operations in regard to fostering synergy and mutual support.
- The involvement of tripartite constituents and their roles and complementarity to work.
- ILO's contribution to international development goals and frameworks including MDG and the national PRS.

¹ See section 11 of the terms of reference.

² Applying international standard terminology (i.e. FOECD/DAC glossary) these will be interpreted as outcomes (shorter) and impact (longer).

- Cross cutting issues of gender and social inclusion will also be taken into account in the evaluation.

The outputs of the evaluation are:

- A summary report of findings and recommendations, prepared by the evaluation unit, to be presented to the November 2006 Governing Body, including a written response from the programme;
- A more detailed evaluation report primarily for internal learning, and
- Background documentation and analysis on which the findings, conclusions and recommendations are based.

As a strategy evaluation, this evaluation aims to analyse all activities (and accountabilities) in the ILO for the strategy of employment-intensive investment that reach beyond what is labelled as the Employment-intensive Investment Programme (EIIP), which comprises the headquarters unit EMP/INVEST, and two extra-budgetary funded field offices. Therefore this evaluation uses a new term, the Employment-intensive Investment Strategy (EIIS), where appropriate. This approach requires more attention to understanding how roles and responsibilities distribute across the ILO towards a more collective effort. Many field offices and headquarters units are contributing to the delivery of the strategy.

1.2 Methodology and information sources

Information has been drawn from four main sources. First, a desk based review was carried out on selected projects and programme documentation, previous evaluation studies³ and responses to these and other observations from the Governing Body. A file review was not carried out; the EMP/INVEST unit was asked to draw up some information on the project activities and performance. The information provided on past performance of the programme as well as specific information on country activities was not as extensive as is normally available for ILO evaluations and this proved a constraint in using past performance to lay out future strategy. Some information was delayed and could not be properly reviewed.

Second, interviews were held at the ILO headquarters in Geneva⁴, principally to get a perspective on the evolution of the Programme, to understand how it operated across several other ILO programmes and how the administrative structure functioned. A first set of interviews in the ILO headquarters was held in April, with a return made at the beginning of July to obtain more specific information from EMP/INVEST on performance. This report is based on information provided as a result of those interviews at that time.

Third, email questionnaires were sent to forty ILO staff (employment specialists in headquarters and the field, CTAs and managers) to ask for their views about programme effectiveness, constraints to success, and mainstreaming of EIIS initiatives at national level. From this however, the evaluators received a rather disappointing return of three responses. To some extent this was redressed by telephone interviews with those who had

³ See section 2.4.

⁴ See Annex 1.

an overview of the programme (see later in this paragraph). In addition twenty seven further email questionnaires were sent to those knowledgeable about the strategy but external to the ILO (e.g. in other UN agencies, bilateral development agencies or programme consultants). Here the response was better with eight returns and with three organisations, the questionnaire was circulated inter-departmentally for comment and a coordinated response was given. In addition telephone interviews were held with key professionals, including former staff of the ILO, to provide a historical perspective.

Fourth, field missions were conducted to two sub regions Southern Africa (to the Republic of South Africa and Madagascar) and Southeast Asia (Cambodia and Philippines) to view the operations of the Programme in the field, to interview project, country and sub-regional staff and national partners, and to consider integration of strategies and approaches around the broader Decent Work Agenda, including the roles and responsibilities of partners. Given that EIIS, on the basis of information provided to the evaluation, is active in 35 countries, it is hard to assess how “typical” these countries were as representative of EIIS performance. Choice of countries was based on criteria set by EVAL – regional distribution, scale and duration of ILO involvement, with the expectation there would be some variation in the magnitude, duration and programme approaches as well as stage of development.

In Madagascar and Republic of South Africa (RSA) the ILO has implemented support programmes for 15 and 11 years respectively and these were two countries where governments have taken a conscious decision to promote employment-intensive investment as another weapon against unemployment, and so the conditions for success were at their greatest. In Cambodia and Philippines, the ILO has had programmes in place for 12 and upwards of 25 years respectively but has met with mixed results in the Philippines. Government policies in Cambodia and the Philippines strongly promote employment-intensive investment as a means for poverty reduction, however implementation mechanisms are weak in the latter country.

One objective of this methodology was to generate information about the three levels of the EIIS – at community, enterprise and national/international policy level (or more generally described in the independent thematic evaluation of 1998⁵ as micro, meso and macro levels) although in practice these levels reinforce and complement each other rather than operate in isolation (see section 2.3).

It was also helpful to talk to experienced observers (either inside or outside ILO) on how the programme has evolved over its entire life cycle. It was also important to understand the broader context of ILO as a specialised agency of the UN and see the operations of the EIIS within the current dynamics of aid modalities, notably ILO’s Decent Work Country Programmes (DWCPs), budget support, Poverty Reduction Strategies (PRS) and use of social funds.

⁵ Hopkins, M.: *An Independent Thematic Evaluation: ILO’s Employment-intensive Programme*, Development Policies Department, ILO Geneva, 1998.

1.3 Evaluation issues and criteria

As noted above, this is a “strategy evaluation”: for this, ILO’s evaluation framework focuses at the outcome level of the ILO Strategic Framework, which is given in the terms of reference as Operational Outcome 2b.2 (see annex 2)⁶. The indicators for this outcome, as for most ILO operational outcomes relate to magnitude (numbers) of member States adopting a standard or policy instrument. Therefore they are quite limited in their use for evaluation purposes.

The strategic objective for the Employment Sector is: “Create greater opportunities for women and men to secure decent employment and income”. The operational objective 2b.2 focuses this broad objective by adding “through employment-intensive approaches”. However this relates to the Programme and Budget for the biennium 2006-07, and it is inappropriate to review a programme (where the primary focus is for the period 2000-2005) on this outcome. Therefore the evaluation has adopted instead the objectives for 2002-2005, which are broadly similar⁷.

The ILO’s Evaluation Framework and Strategy scope of work for a strategy evaluation covers four elements: organisational effectiveness, role and relevance, focus and coherence and evidence of results⁸.

Within these are the following elements:

Table 1 Evaluation criteria and elements of analysis

Evaluation criteria	Elements of analysis
Organisational effectiveness	<ul style="list-style-type: none"> • knowledge development and sharing, • work processes efficient and timely, • operations follow plan, • integrity of ILO’s actions
Role and relevance	<ul style="list-style-type: none"> • links to national priorities, • partnerships and networks
Focus and coherence	<ul style="list-style-type: none"> • appropriateness/fit of core components, • adequacy of actions and resource mobilisation
Evidence of results	<ul style="list-style-type: none"> • clear, verified and sustainable outcomes, • results in policy capacity level, with replication and expansion

⁶ The evaluation, however, will also refer to indicator 2c.2 of the Strategic Policy Framework for the period 2002-2005 in so far as this relates to the period under evaluation.

⁷ See table 3 in section 2.3.

⁸ These relate to the five evaluation criteria relevance, effectiveness, efficiency, impact and sustainability, which were developed by the Evaluation Working Group of the Development Assistance Committee of the Organisation of Economic Cooperation and Development (OECD/DAC) and are internationally accepted as standard evaluation criteria.

Essential to a good understanding of where past experience can help to plot out future strategy is to assess what elements led to the sustainability of programmes, to the point where an organisation such as ILO can disengage from a country with its strategy mainstreamed. That has to be the ultimate aim of this work. The evaluation proposed various indicators of “graduation”, which were discussed with field staff to mutual benefit. However, at headquarters the level of documentation did not allow these to be used fully in the manner intended. Should they be helpful in any future strategy development, they are stated here:

- economic indicators: increasing investment “content”, institutionalising from public to private where economic tests are stiffer, degree of secondary economic activity generated, moving from supply to demand side, enhanced impact by actual number of jobs generated, and cost per job created decreased;
- national institutional issues: institutionalisation and ownership, enhancement of tripartite mechanism, alignment with national processes including national employment policies;
- labour issues: getting to harder-to-reach target groups, taking greater cognisance of labour standards, and
- technology issues: spreading to different technologies from road building.

As a strategy evaluation, there is an effort here to pay attention to the “big picture”, which means covering some “global” investigations: at ILO headquarters, on EIIS history, its management within ILO over time, data on EIIS size etc., and investigations with partners (e.g. World Bank and bilateral donors). The length of time EIIP has been operating puts a heavy emphasis on impact and sustainability rather than only on the success or constraints as observed in the present activities. This in turn places heavy demands on the evaluation methodology, requiring some hard choices over the allocation of scarce investigative resources.

It must be emphasised that the very limited resources made available for the evaluation coupled with the breadth of the terms of reference has meant some areas have not been explored sufficiently. The area of employment-intensive investment as a means to support post conflict reconstruction and urban development are two areas which, resources permitting, the evaluation would have explored in more depth. Therefore this report and its recommendations are directly primarily to mainstreaming EIIP within non crisis situations.

1.4 Organisation of the report

This report is divided into four main parts.

First, the introduction sets the scene, describing the purpose and role of the evaluation, with key questions to be addressed, and the structure of the report.

The second section presents the key descriptive information that is relevant to the evaluation report. This includes information on the size, scope and objectives of the EIIS, how it is set up within ILO and the findings of previous evaluations of the EIIP (as it then was).

The third section is an assessment of the seven evaluation issues: comparative strengths and strategic positioning, appropriateness of strategies and operations, impact of outcomes, governance and management practices, involvement of tripartite partners, contributions to national goals, frameworks and national priorities, and issues of gender and social exclusion.

The fourth section finally sums up on conclusions and provides the recommendation of the evaluation.

1.5 Acknowledgements

The authors of this report are especially grateful to those who contributed to the study, the staff of the EMP/INVEST and other units in ILO; especially those in the countries visited (Cambodia, Madagascar, Philippines and the Republic of South Africa) who devoted time and patience to explain so many details, and those who provided valuable responses to email questionnaires and telephone interviews.

2 Contextual Issues

2.1 History and mandate for EIIS

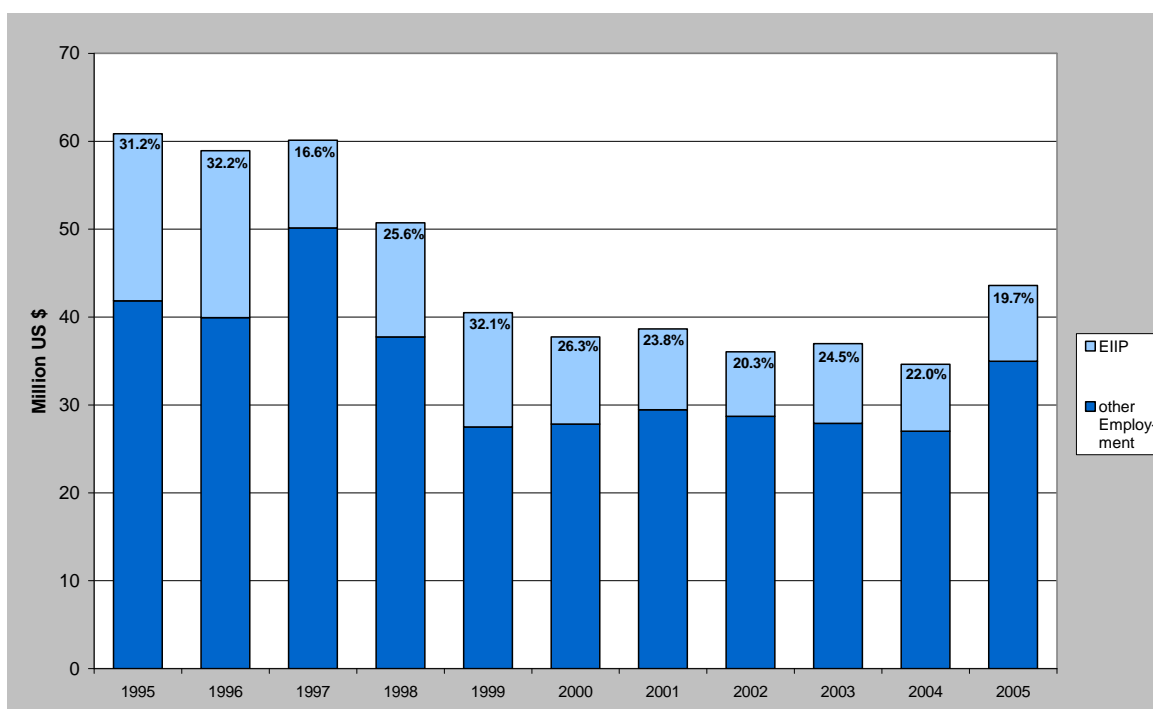
The ILO programme to support employment-intensive investment was created in the mid-1970s as part of a two-pronged ILO response: as a technology choice in sectoral activities to address the deteriorating employment situation in developing countries, and as a multi-sectoral response to emergencies. The programme expanded considerably in the 1980s and at the end of the decade accounted for a considerable part of ILO's programme in technical cooperation. In a policy change in the early 1990s, the programme was downsized, leading to a reduction in staffing. The initial focus of carrying out relief, emergency and special public works programmes (when it was known as the Special Public Works Programme, SPWP) later evolved to aiming to integrate employment concerns into mainstream investment policies and practices. The intention was that the main means of action was to shift from direct implementation to advisory support, knowledge development and national training for capacity building.

This change in approach reflected a shift in ILO's view of its role and potential for impact. Sustainable national capacities and conducive policy environments were seen as essential ingredients for long term impact. This logically shifted focus from partners and approaches integrating emergency relief, to those organisations financing and planning infrastructure investments, particularly in the transportation and construction sectors. Collaboration with major international financial institutions (IFIs), particularly as a source of project-level funding, increased at the same time that joint operations with WFP and other emergency relief agencies was reduced.

The need for changing technologies with socio-economic situations also led to more flexible and innovative approaches within the ILO's programming models. By the 1990s, attention was focusing on establishing private sector capacities for small contractors and consultancies, and integrating project components for skills training, enterprise promotion, and micro finance services, and community development and empowerment. The ILO also elaborated and integrated guidelines on fundamental Conventions and international standards on working conditions and safety and health.

A key indicator of the development of the programme and strategy is its funding level. Whereas the regular budget allocations to EMP/INVEST at headquarters have stayed comparatively stable at just under US\$ 2m per biennium, extra-budgetary expenditures for EIIS have fluctuated in both absolute and relative terms (see figure 1). In the mid-1990s the EIIS technical cooperation projects were as much as 30% of total ILO technical cooperation in the area of employment. Since then the amount has fallen back by half but still constitutes roughly 20% of employment-focused technical cooperation portfolio. This reflects somewhat a shift towards regional approaches to advisory and technical support services.

Figure 1 Extra-budgetary expenditure for EIIS as share of all ILO employment projects



Source: ILO Department of Technical Cooperaton

2.2 Organisational set up of the programme within ILO

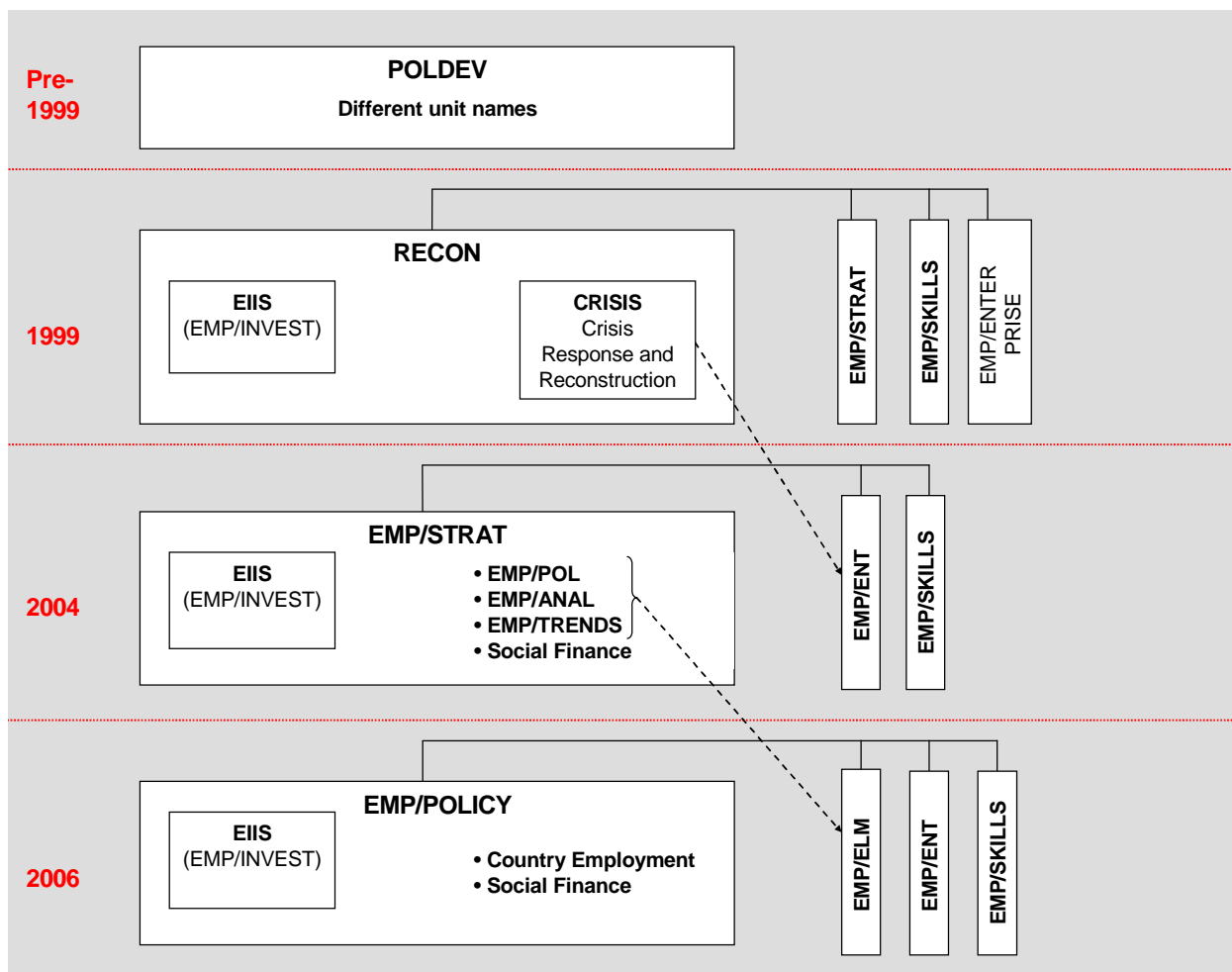
In line with the ILO's new programme framework beginning in 2000, the EIIS approach also evolved into an integrated strategy that supported complementary organizational activities, with a reorganization that placed it under the newly created Department of Recovery and Reconstruction (RECON) (see figure 2). The new configuration also linked crisis response and reconstruction, indicating a raised priority status for both. Collaboration took many forms and was considered for both strategies as mutually beneficial. Between 1999 and 2005 employment-intensive investment was a major technical approach in ILO crisis recovery initiatives in 19 countries. In addition, the units collaborated in building ILO response capacity and supporting global partnership agreements with the World Bank and UNHCR.⁹

RECON was dissolved in 2004 and EIIS become part of an expanded Department of Employment Strategies. In March 2006, this department was also reorganized with EIIS being anchored in the newly created Department of Employment Policy. However, despite these four reorganizations, the strategy and approach have changed little over the last ten years or so, with the evaluation receiving feedback that the labelling and location of the management unit has made marginal difference to operations. From the end of the 1990s the EIIP has moved towards the policy level most recently to be part of country programmes, and to link policy with the IFIs, and towards collaboration with other

⁹ See: <http://www.ilo.org/public/english/employment/crisis/areas/donors.htm>.

organisations (e.g. UNOPS, WFP, UNDP and HABITAT) and training institutions within countries.

Figure 2 Organizational development of EIIS within the Employment Sector

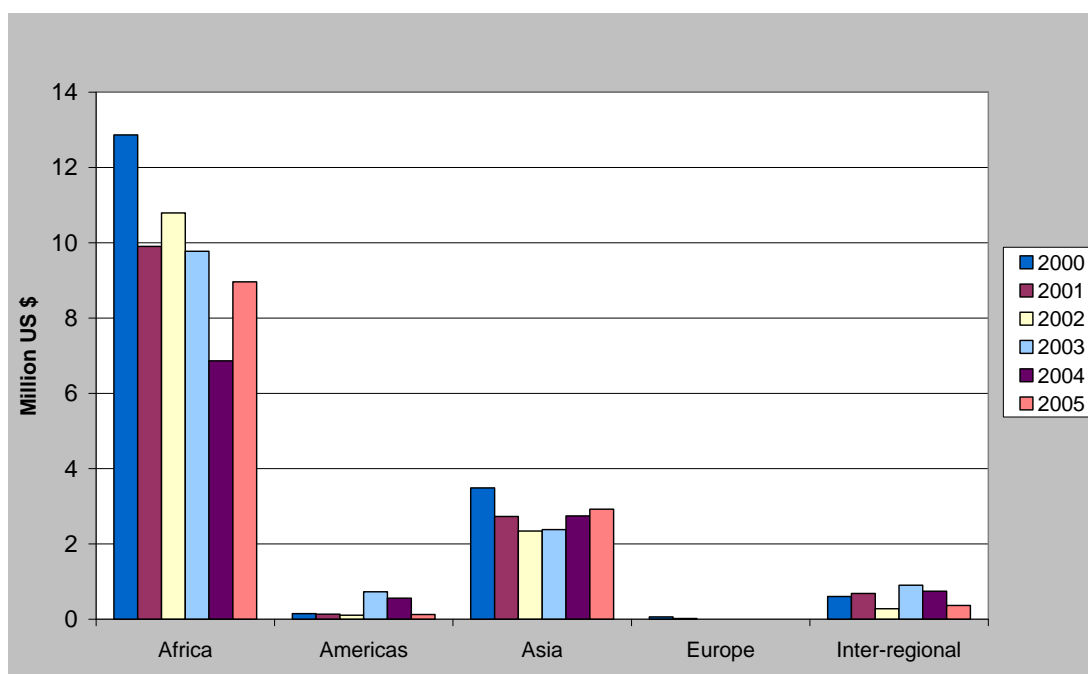


Source: ILO Programme and Budget documents

Since the early 1990s, at field level, ILO's strategy has rested on two major capacity nodes in Eastern and Southern Africa (Harare SRO) and Asia-Pacific (Bangkok RO) under the Advisory Support, Information Services and Training (ASIST) Programme, supported largely through extra-budgetary funding. The initiative was first launched in Africa with country-level operations and backstopped technically from Nairobi and Harare offices. Additional field operations in Madagascar, West Africa and Latin America have been supported through the Geneva office. In 1998 a similar operation was established for Asia-Pacific (ASIST-AP) supported by a programme team based in Bangkok. In both cases, only a relatively minor share of core service capacities was funded through ILO regular funds. Because the Asia operations depend largely on donor-sourced extra-budgetary finances, the programme operations have experienced financial fluctuations at country and regional levels. A breakdown of extra-budgetary funding for Africa, Asia and other regions is provided in figure 3.

This figure shows that three times as much extra-budgetary funding has been allocated to the Africa region as to Asia from 2000 but that levels of funding in both regions are falling.

Figure 3 Annual allocations of extra-budgetary funds for employment-intensive investment projects by region



Source: CODEV

In addition, annex 3 breaks out all projects currently active (includes several launched in late 90's and all approvals up to mid-August 2006), and indicates region, donor and funding levels.

The human resources designated for support through ILO's regular budget have been fairly stable over the past three biennia (since 2002). In Geneva, through PSI and core ILO funding, 5-6 professional positions have been maintained. Four positions are funded in Africa (two through PSI and two through regular budget), and one in Asia, though steps are being taken to finance a second (see table 2) beginning in 2008.

Table 2 PSI and regular budget allocations to EMP/INVEST, in US\$ '000 (actual US\$)

Biennium	Staff positions		Regular budget			PSI	TOTAL
	P	GS	Staff	Non-staff	Total		
2000-01	3	2	884	193	1,077	650	1,727
2002-03	3	2	1,095	202	1,298	562	1,859
2004-05	3	2	1,372	178	1,549	610	2,159
2006-07*	3	2	1,346	183	1,529	303	1,832

Source: BUDGET, ILO Programme and Budget documents

* Reflects allocation as of mid-2006.

2.3 Objectives of the Programme

It is essential for any evaluation that the objectives of a programme are made explicit. There is a variety of objectives stated for the EIIS. For the purpose of this evaluation, the objectives and indicators as laid out in the Programme and Budget documents of the past and current biennia will be used as the point of reference noting how these have evolved over time (see table 3). Another observation that can be made is that the EIIP has reached and exceeded its respective targets in each biennium, which is partly, however, also due to the type of indicators and targets set. (The appropriateness of P&B indicators and targets is discussed in section 3.2.)

Table 3 Operational objectives, indicators, targets and outcomes relating to employment-intensive investment 2000-07

Strategic objective 2: Create greater opportunities for women and men to secure decent employment and income (<i>same for P&B and in SPF of all biennia</i>)		
2000-2001 Programme and Budget & Implementation Report		
Operational objective 2c: Reconstruction and employment-intensive investment ILO constituents are better equipped to design and implement special employment promotion programmes in situations of high unemployment, particularly in the context of different types of crisis		
Indicator¹⁰	Target	Outcome
2c.1. ILO constituents implement technical cooperation or take other concrete steps to promote employment in post-crisis countries.	ILO constituents in 5 member States.	10 member States.
2c.2. ILO constituents that apply the ILO approach to employment-intensive investment	Substantive achievements in additional programme components in 10 member States.	20 member States.
2002-2003 Programme and Budget & Implementation Report		
Operational objective 2c: Employment creation ILO member States and constituents are better equipped to design and implement employment promotion programmes in the areas of enterprise development and employment-intensive investment, including in post-crisis situations, paying particular attention to the situation of women.		

¹⁰ The original indicators as presented in the P&B 2001-02 were later changed to these indicators against which the implementation report reported. Reason: The original indicators, esp. indicator 2c.1: “Effectiveness and volume of ILO technical cooperation in the areas of employment-intensive investment and post-crisis employment promotion”, resulted unpractical for reporting.

(iii) Number of member States in crisis situations using employment-intensive investment approaches.	(iii) 15 countries	
2002-2005 Strategic Policy Framework		
Operational objective 2c: Employment creation ILO member States and constituents are better equipped to design and implement employment promotion programmes in the areas of enterprise development and employment-intensive investment, including in post-crisis situations, paying particular attention to the situation of women.		
Indicator 2c.2: ILO member States that apply the ILO approach to employment-intensive investment, particularly in post-crisis situations.		

Source: ILO Programme and Budget documents, Implementation Reports and Strategic Policy Framework of the various biennia.

These objectives indicate that employment creation and policy change are the two fundamental elements of the EIIS. These objectives have been fleshed out in EIIS documentation for the 2003-2007 period¹¹:

“EIIS’s development objective is to promote and support the generation of productive and decent employment in developing countries through labour-based investment policies and programmes in the infrastructure sector, thus contributing to poverty reduction, economic development and social progress.”

EIIS has four immediate objectives and these are:

- Promote the development and application of employment-friendly policies for public investment in infrastructure at national, regional and international levels;
- Promote small enterprises in the construction sector (labour-based contractors) and private sector execution of public works using locally available resources in an optimum manner, combining job creation in the infrastructure sector with improved and decent working conditions;
- Promote organisation and collective negotiation at the small enterprise and at the small enterprise and community levels in labour-based works in the urban and rural sectors, and improve access of deprived communities to productive resources and social services.
- Provide assistance to social safety nets and labour-intensive employment schemes for direct job and asset creation in reconstruction programmes following man made or natural disasters.

Therefore, ILO promotes policy and small enterprise development and encourages communities to develop through access to productive resources. EIIS aims to bring new approaches to the traditional means of infrastructure development, and also requiring different sets of techniques and institutions to implement the programme.

¹¹ ILO: *A Global Programme: Investing in Employment for Poverty Reduction and Local Economic Growth*, programme document of the Employment-intensive Investment Branch, ILO, Geneva, February 2003.

The current institutional set-up in countries needs to be re-oriented if EIIS is to succeed. A large share of government and donor funding to the public sector goes towards infrastructure development, including roads construction, school and clinic buildings, and this is usually carried out using technology-intensive methods. The point of entry of the EIIS to infrastructure development is determined through enhancing local level planning, and re-orientation of the process to create higher levels of productive employment. These approaches can apply to all investment operations including reconstruction and recovery in crisis-affected countries where infrastructure development enhance employment and local economic development.

Technical interventions are aimed at three levels:

- At macro level, policy influence in public investment programmes and resource allocations, improved local-level planning and resource use, as well as private investments;
- At meso or enterprise level, removing barriers to entry for small firms to join in the procurement processes, influence favourably attitudes and practices related to quantity and quality of employment;
- At community level, through organization and participatory planning, job opportunities, and safety nets.

In finishing up this section on objectives and indicators, mention should be made of a very recent proposal made to express the way forward for the programme is given in the “Vision” document ¹², which lays out a more strategic approach to employment issues than has been done heretofore in the ILO. Among other things, the vision places emphasis on growth that is equitable and generates employment, and recognises a sound investment climate. The strategy outlines six key policy areas, being:

- 1) economic policies to influence the demand side,
- 2) skills and employability,
- 3) enterprise development,
- 4) labour market institutions and policies,
- 5) governance, empowerment and organisational capacity, and
- 6) social protection.

A description of EIIS country interventions is made with these categories in this report (see table 5).

Instruments in 1) affect mainly the demand side of employment strategies, areas 2) and 3) mostly related to supply-side effects, and areas 4), 5) and 6) are crucial for the interplay and dynamics between labour demand and supply.

¹² ILO, Committee on Employment and Social Policy: *Employment strategies for decent work country programmes: Concepts, approaches and tools for implementing the Global Employment Agenda: “Vision” document on operationalizing the employment component of decent work country programmes* (GB.295/ESP/1/1), ILO, Geneva, March 2006.



Recovery work after the tsunami in Banda Aceh, Indonesia

2.4 Findings from previous evaluations

Since 1998, there have been various evaluations or reviews of the EIIP:

- Hopkins, M.: *An Independent Thematic Evaluation: ILO's Employment-intensive Programme*, Development Policies Department, ILO, Geneva, 1998.
- Keddeman, Willem: *Of nets and assets: Effects and impacts of employment-intensive programmes – A review of ILO experience*, Socio-Economic Technical Papers No.1, Development Policies Department, ILO, Geneva, 1998.
- ILO, Committee on Technical Cooperation: *Thematic evaluation report: Employment-intensive investment and poverty alleviation (GB.286/TC/1)*, ILO, Geneva, 2003.
- Ladbury, Sarah and John Howe: *An Evaluation of the Advisory Support, Information Services and Training Programme – Asia-Pacific Region (ASIST-AP)*, ILO, Geneva, 2004.
- Thorndahl, K.: *The DANIDA support to the Employment-intensive Investment Programme (EIIP) 1996-2004*, ILO, Geneva, 2005.

This report focuses on the two independent evaluations of Hopkins (1998), and Ladbury and Howe (2004). As they were spaced six years apart it may be possible to make some tentative conclusions as to the progress of the programme. In addition it will look at the

internal evaluation, which was presented to the Governing Body (Technical Cooperation Committee) in 2003.

Main findings of the independent thematic evaluation of EIIP (1998)

The evaluation is positive about the EIIP's achievements, competence and dedication of staff. However, in many of the comments the view is expressed that ILO and its tripartite partners could be more committed to the programme despite its potential for success. It was concluded that the EIIP is a useful entry point for other the ILO concerns and that EIIP should work more closely with the enterprise and training departments. Linked to this, it found the current "estimated" blend (in terms of % finance allocated) of 25%-65%-10% for macro-meso-micro is about right. Communication with top ILO management needed to be improved with a clearer statement on the intentions and policy priority for the EIIP and this would include the varying attention given to EIIP in field offices, as the one ILO programme that does create employment.

Further to this, the evaluation noted that in many respects the integration of EIIP with regional offices and Multi-Disciplinary Teams (MDTs) was also poor, which was linked to poor communication between field projects and headquarters. The evaluator's view on documentation was that information produced was substantial but the quality varied, and crucially there was no summary document. There was some further lack of clarity in fund raising – who was responsible, and how Programme Support Income (PSI) funds were used. In terms of "operational considerations", it was noted that governments where EIIP was based gave low priority and hence resources to the maintenance of infrastructure; that the EIIP normally worked with ministries (public works, local government, decentralisation) not directly related to ILO labour concerns and therefore not ILO's traditional partners.

The view of the evaluation was of EIIP as an effective programme with weak links to ILO traditional partners and within its own organisation. In reviewing the "sub regional – i.e. ASIST programmes", again the author drew attention to a dysfunctional arrangement between the ASIST projects and linkages with ILO regional and area offices and MDTs in terms of where they fitted into office structures and lines of responsibilities. Institutionally ASIST-Africa appeared to operate in a vacuum. So in many respects this appeared to be a "stand alone" Programme, while trying to tackle some of the most important issues in ILO's mandate.

Finally the evaluation produced some ideas on monitoring and evaluation to suggest that some frequency of, and consistency in evaluation would be welcome, and a view that the biggest payoff was in getting the macro picture right.

Main findings of the evaluation of ASIST-AP (2004)

Six years later, Ladbury and Howe carried out an evaluation of ASIST-AP. This evaluation judged ASIST-AP to be an effective and efficient example of technical cooperation. Since 2000 ASIST-AP had gone upstream towards a flexible, opportunistic and market driven advocacy approach (and away from a donor supported model based on projects). Both governments and IFIs judged ASIST-AP to be successful. ASIST-AP had a clear policy message well understood by country and regional partners, a mutually beneficial relationship with ADB, high quality staff and consultants at regional and country level, and

an ability to maintain a long term vision on policy change. ASIST-AP had four pillars: local level planning (based on the IRAP approach), labour-based technology, small scale contracting and rural infrastructure maintenance systems. Since 2000, it has moved away from a predominantly donor supported operating model based on projects to an opportunistic and market driven advocacy approach, with the aim of adding value to the infrastructure investments of national and regional governments and IFIs (especially the Asian Development Bank)¹³.

The local level planning (i.e. IRAP) was the pillar with the highest demand by governments (and this means that poverty reduction and decent work is a focus here). Employment creation is an important pillar but is not the main focus, either of the governments or of the programme, compared with Africa, and so appears to be different from the focus of EIIP at headquarters where employment creation is the Programme's objective. ASIST-AP and ASIST-Africa face similar problems of not being pulled too far into implementation, although implementing policy guidelines is crucial to convincing government they should endorse them nationally. The views of this evaluation also echoed the earlier one, in that ASIST-AP publications were not too well organised, all focusing on technical engineering issues and ILO (as a knowledge organisation) was not capturing them. There was little cross learning between ASIST-Africa and ASIST-AP, and its gender focus was weak.

The ASIST-AP evaluation concurred that the integration of ASIST-AP into regional, sub-regional and country programmes of the ILO was variable. In some countries ASIST-AP was seen as an integral part of the ILO effort, in other countries the relationship was more distant. However, that said, ASIST-AP has performed successfully because of its autonomy, responding quickly and flexibly.

The report recommended that ILO reconsider its policy of de-linking the acquisition of PSI from some reward for doing so, as have been found in the other evaluations. The funding of ASIST-AP was uncertain and the evaluation recommended developing a strategy to halve the number of countries in which it worked.

Main points of the thematic and ASIST-AP evaluations

From the summary of these two key evaluations, various lessons emerge:

- The technical cooperation services provided by EIIP/ASIST are of good quality and many of the tools and techniques used are highly regarded;
- EIIP field activities (ASIST or other field projects) do tend to work in some isolation and are not well integrated with ILO field offices and regional and sub regional structures; there are findings that ASIST-AP could be better integrated with EIIP;
- The programme works with non traditional ILO social partners and that the usual tripartite structure partners play a less important role in this programme;

¹³ For more information on agreements signed with IFIs see Annex 4.

- There remains a strong impression that ILO could be much more committed to this programme and its employment generation functions;
- As a consequence of the three points above, EIIP appears as a stand-alone programme in ILO. In many countries the programme is building strong and effective links with Ministries other than Labour;
- There is the question of macro-meso-micro positioning. All agree that policy change is where ILO has the greatest comparative advantage, but that getting involved at some point in implementation issues is inevitable. There has to be successful testing of approaches and guidelines for governments to adopt the programme on a national scale. ASIST-AP has found that opportunities focussed on poverty reduction in the context of planning, implementing and monitoring of rural infrastructure is what is of greatest value for AP governments;
- Literature on ASIST is considerable, but could be supplemented with social (less engineering) issues and be better organised and promoted, and
- The problems of incentives with regard to fund raising remains, with the continuing problem of de-linking PSI with its acquisition.

Main findings of ILO's internal thematic evaluation of employment-intensive investment and poverty alleviation (2003)

The reactions of the Governing Body to an internal thematic evaluation of the EIIP are also noted. As above, the EIIP and its operational arm ASIST have received generally positive ratings and the Governing Body has always noted these positive comments. However, it has also expressed some reservations about the programme, as well as the approach of the evaluations. In the feedback of the Technical Cooperation Committee of March 2003 (GB 286/17) to an EIIP thematic (internal) evaluation, comments fell into two areas.

First, there were some concerns about the evaluation report itself, requesting that the report could have been more comprehensive, provide better statistical information and demonstrate integration with other programmes, more on EIIP's possible impact on long-term development and employment and an explanation as to how EIIP created sustainable employment and contributed to poverty reduction strategies.

In relation to this point for this strategic evaluation, as far as possible this evaluation has produced an inventory on the size and spread of the EIIP but this has been very limited by the Organisation's financial reporting structures. Also, to take a longer term perspective and, for example to calculate the total number of jobs created by EIIP, would be a task beyond the limited resources that EVAL could devote to this study. As regards its integration with other programmes this has been attempted although a questionnaire distributed to ILO staff for this and other purposes, but there was not a very satisfactory return.

Second, there were concerns about EIIP's sustainability and integration (replication) into national processes (e.g. PRS in cooperation with IFIs), and the nature of ILO's exit strategy for the programme. Some delegates emphasised that EIIP should focus on the macro aspect: with advocacy work to concentrate more on the development of pilot

projects, as a model with multiplication potentialities, which would permit the SMEs to replicate the approach on a larger scale.

ILO is a specialised agency of the UN and so uses technical cooperation to provide templates and pilots for its normative standard setting role in the UN. It is not an organisation to be implementing projects on a continuing basis and it is accepted that many member States are becoming more concerned about how far it is pursuing projects as a means of funding and operating. Technical cooperation and extra-budgetary funding has changed the nature of the work on the ILO. Most observers will be expecting that a successful strategy, as indicated by previous evaluations, will be in the mainstream of national priorities and will then move on.

3 Assessment and Findings of the Evaluation

This section lays out the information collected on the seven key evaluation issues and discussed with reference to the purpose of the evaluation, which is

“to provide insight on the mandate, continued relevance, effectiveness and efficiency of this strategy, programme approach, and interventions for strengthening and broadening the use of employment-intensive growth for poverty reduction.” (TOR, para 10)

3.1 Comparative strengths and strategic positioning¹⁴

Criteria

ILO's comparative strengths and strategic positioning here compared to other organizations, choice and development of partnerships traditional ILO constituents and other government institutions related to infrastructure development and investments, construction industry councils, construction unions¹⁵, as well as with donors and IFIs (World Bank and regional development banks).

This is a vital element as strategy is about comparative advantage and positioning and the organisation has to be clear on its mandate and make explicit decisions on where to focus its activities. It must have researched other organisations, be forming partnerships and exploiting synergies with them. The section reports on the validity of the ILO's mandate, conceptual approach, principles, while noting constraints and appropriateness of assumptions.

The political context for employment-intensive investment

Infrastructure investment, employment and poverty reduction

There are increasing indications that employment-intensive approaches are achieving a higher political profile in Africa. The Heads of State at the African Union meeting in Ouagadougou in September 2004, affirmed a Plan of Action for employment in the fight against poverty¹⁶. This Plan of Action emphasised the importance of employment as the major instrument for reduction of poverty and as a priority through the development of infrastructure (electricity, and water supplies, health and education services infrastructure), principally in rural areas, with capacity building for women, a means of social protection.

In follow up in May 2006, African Ministers of Finance, Planning and Development, also meeting in Ouagadougou, under the auspices of the ECA reaffirmed the centrality of employment, poverty reduction and development, and emphasised the need to mainstream

¹⁴ The indented paragraph or few lines at the beginning of each sub section provides the full text of the evaluation question as given in the TOR.

¹⁵ As there is some overlap between this TOR item 11a and 11c, the relationship between EIIP and these institutions is considered under TOR item 11c.

¹⁶ African Union : *Plan d'Action sur l'Emploi et la Lutte contre la Pauvreté*, Extraordinary Summit of the African Union, Ouagadougou, September 2004.

employment in national development strategies and policies to further embed employment criteria into investment policies.

The recently published Africa Commission report¹⁷ made a strong recommendation for doubling infrastructure spending in Africa (to US\$ 20b per annum after 2010) as a means of accelerating growth and should be applied to rural roads, small scale irrigation, and slum improvements as well as to regional highways and larger power projects. With this was encouraged small enterprises development, with a particular focus on youth and women as well as family farms.

A joint study in 2005 by the Asian Development Bank (ADB), the Japan Bank for International Cooperation and the World Bank re-emphasized the role of infrastructure in reducing poverty in East Asia, particularly in rural areas and in the region's lower income countries.¹⁸

The debate on employment, growth and globalisation has also intensified¹⁹ since the publication of ILO's report on the social dimensions of globalisation. Many donors have renewed their interest in infrastructure investments generating rural economic activity and boosting livelihoods.

As the above suggests, ILO's work in EII remains very relevant to the larger international development effort, with its emphasis on employment, poverty reduction and protection of workers through application of standards.

The ILO's mandate, leverage and comparative advantage

ILO's mandate: ILO's greatest comparative strength is its neutrality and the shared understanding that it is the UN specialised agency with the mandate to encourage and advocate for employment. As an inter-governmental agency it works on a direct par with governments, and as a UN agency has the trust and ownership that governments expect of it.

ILO's leverage: EII involves more than a change in techniques, regulations, laws, standards and skills: even more than the need to develop new institutions. What is essential is to mainstream the EII approach through all areas of infrastructural development. Employment-intensive and equipment intensive approaches have to work side by side and integrate. It also requires a shift in professional attitudes, patron-client and commercial relationships, indeed an overall change in the philosophy of investment in infrastructural development. The current economic and legislative climate is geared towards equipment intensive approaches. ILO as a lead agency has the influence to engineer changes and mediate at the many levels required and needs to seek out the new partners required to develop this programme.

¹⁷ *Our Common Interest*, Report of Commission for Africa, March 2005.

¹⁸ ADB: *Connecting East Asia: A New Framework for Infrastructure*, Asian Development Bank, Manila, draft version May 2005.

¹⁹ Bourguignon, François: *Development Strategies for More and Better Jobs*, Conference on "Help wanted: more and Better Jobs in a Globalised Economy", Carnegie Endowment for International Peace, Washington D.C., April 2005.

The evaluation found that generally the ILO's leverage had not been strong enough to trigger this revolution, even after 25 years of activity. In Africa, observers informed the evaluation that many demonstrations using technology that is already well known had not brought substantially large investments inclusive of more poverty focussed approaches²⁰. In Asia the Programme has opted for a focus on trying to influence Governments and Banks and it may be more likely to bring about the changes in institutions noted in the previous paragraph, as more funding leverage is available. In addition, in Africa, many projects have been driven by donors so there is weak ownership on the part of local institutions. This lack of ownership has generally led to poor maintenance of the infrastructure when the donors withdrew.

The ILO has done much to demonstrate the effectiveness of EIIS techniques, so it is worth considering that the ILO's leverage should be used to set tighter milestones. ILO does not need to convince partners of the importance of this work or the adequacy of the tools and techniques after 25 years of evolving experience and development of EIIS.

ILO's expertise: The depth and combination of the ILO's knowledge has maintained a high credibility in this area of work. ILO enjoys a solid technical reputation in many countries not only in the area of rural roads construction, but also in vocational training, microfinance and SMEs. ILO's work is valued for its contribution to improving the effective use of government budget and loans, which is a major priority for the governments and the IFI's providing these loans. Evidence of this confidence comes through the governments' decision to use own budgets to hire ILO international experts and loan funds to finance the investment analysis and infrastructure maintenance advisory support available from ILO's technical teams.

ILO regional and global partners for infrastructure investment

As stated in its strategy, the EIIS aims to influence at global and regional levels key organizations that advocate, raise awareness and mobilise resources for employment and local-resource based approaches in infrastructure investment. This involves developing alliances, networking, and forging partnerships for joint activities. As part of the evaluation, ILO/EIIP was asked to summarize its collaboration at regional and global levels and to indicate how progress was being made. A list of organizations, ILO strategy and approach for each, and progress made is provided in annex 4 and a summary of these initiatives is provided below.

Knowledge development and knowledge-based advocacy

The ILO has worked with university networks in Asia and Africa through which course materials and curricula at different levels have been introduced. Similarly, research networks, including support to the establishment of an International Focus Group, have

²⁰ In response to this observation, EMP/INVEST noted in commenting on a draft of this report: "Kenya has been quoted by some as a failure, but years down the road, the government of Kenya has now emphasised the use of EII in road works. They take charge of a previously donor influenced programme, are addressing the employment-intensity in their budget allocations, and finally want the EIIP to come back in a quality assurance role. Other countries where mainstreaming is well underway is Lesotho, Mozambique, Rwanda, South Africa and Tanzania."

been used in Africa for action research to address concerns of practitioners. The ILO has partnered with Technology Transfer Centres for channelling training support, among other means of transferring technology, and has supported internet-based information systems to improve access to technology. ILO is a Board member for International Forum for Rural Transport and Development, and has worked with the World Roads Association, including at working group level and through presentations.

Agency-level procurement systems

The ILO has worked with UN-DESA, UNEP and UNOPS, as well as the Confederation of International Contractors' Associations (CICA) and Building and Wood Workers' International (BWI) to raise awareness of how policies, and institutional support mechanisms can help to integrate labour standards and employment issues into the public procurement.

Community-level interventions

The ILO has also worked with UNOPS, HABITAT, IFAD and earlier with WFP to coordinate practical interventions at community level – both rural and urban. For WFP, ILO know-how has been mainstreamed and collaboration is focusing on peer review initiatives. For IFAD, difficulties in contracting modalities stopped plans for coordinated service deliveries between the two agencies.

Policy development in Africa and Asia

In Francophone Africa, the ILO works with the multi-donor financed AFRICATIP to increase its awareness and integration of employment and decent work in its tools and procedures for supporting government-funded investment programmes. The ILO also collaborates with the regional development banks as well as AU and NEPAD to influence approaches, project designs and assessment practices.

Summary

It was not possible to assess in detail the usefulness of ILO's involvement in each of the above initiatives, however, it can be said that the ILO is active at regional and global levels with the prominent groups working in this technical area. Its influence, however, appears to be limited by the degree of its engagement, which in turn is driven by shortages of time and resources. Attention is instead more focused on country-level interventions, primarily to manage the large portfolio of operational work at this level. The EIIS draft global strategy would benefit from a better defined strategic plan of how collaboration and partnership will be approached to meet specific aims of mainstreaming employment-intensive investment through changes in partners' organizational policies and practices. The Office will as well need to address administrative constraints to partnership with other UN agencies and development banks.

Country-level activities

Over the past five years, the ILO has been working at various levels of effort to promote EIIS in roughly 50 countries. For the 2006-07 biennium the ILO plans to implement components of its strategy in 35 countries. In all, about US\$ 50m has been invested since

2000 through extra-budgetary-supported projects and an additional US\$ 5m in regular budget.

EIIS is being integrated into the national employment strategies embedded in DWCPs. Table 5 (see section 3.2) lists DWCPs in which 2006 implementation plans list employment-intensive investment as a major outcome. For the 2006-07 biennium the ILO plans to implement components of EIIS in 35 countries.

The evaluation has obtained relatively little information on EIIS performance at country level: how many years the Office has been operating in the country, which countries and why, and what stages have been reached, as well as countries where there have been past activities and with what results. However, following a request to EMP/INVEST for information on how work has progressed in countries (with the graduation indicators in section 1.3 in mind), the evaluation tried to demonstrate the structure of interventions according to their degree of graduation (see table 4 below).

Table 4 Breakdown of major country-level projects based on implementation plans, 2006-07, categorised by extent of intervention as of June 2006

	Africa – Francophone	Africa – Anglophone	Asia	Latin America	Total
Number of countries with projects					
funded	8*	13	11	5	37
proposed	2	0	1	3	6
Projects categorised by major strategy focus					
1. Demonstrations to develop various aspects	4	4	3	4	15 (35%)**
2. Training and capacity building	3	3	6	1	13 (30%)
3. Research	0	3	0	0	3 (7%)
4. Mainstreaming/ scaling-up	3	3	3	3	12 (28%)

Source: Constructed by the evaluation on the basis of country profiles information provided by EMP/INVEST.

Notes:

* includes Madagascar

** Percentages are based on total funded or proposed.

The table does not include the one activity based in Europe (pilot) and the one in Arab States (capacity building). Case study countries visited for this evaluation fall into the categories of capacity building (2) and scaling up (2)

Using available information, on country profiles, projects have been summarised according to the extent of the intervention. As the means of categorisation is rather general, it has been assumed that projects on the drawing board (proposed) will be implemented and so are included in the total figure of projects in operation. The key figure is the number of activities that suggest progress beyond the demonstration stage, where there appears to be a

government commitment to mainstreaming. As the table shows, this amounts to just under 30% of country activities (three of the six proposed projects overall are in the “scaling-up” category). When additional information becomes available this sort of categorisation might be an effective monitoring tool.

3.2 Appropriateness of operational strategies, performance indicators and targets

Criteria

Appropriateness of operational strategies, performance indicators and targets as set out in the Programme and Budgets, and recommend alternatives.

General comments on operational strategies

The appropriateness of operations is the natural outcome of the strategic background, the two are closely linked. In brief, the strategy for employment creation (operational objective 2b: “employment creation” comprising enterprise development, EIIS, and local economic development) as given in the Programme and Budget²¹ is based on promoting enterprises and social protection. The strategy for employment-intensive investment growth covers enhancing advisory services on EII growth for poverty reduction, and emphasises the three tier approach of:

- 1) national level seeking to assist member States to integrate employment and investment,
- 2) enterprise level to support policies and approaches to combine decent working conditions through national and international capacity building and social dialogue, and
- 3) the local government and community level to improve access to low-income groups to productive infrastructure and social services.

Operational strategies are built on “entry points” of which the EIIS approach has many. In itself EIIS identifies a three-tier approach, with interventions required at all three levels, each level reinforcing the others. Implementation of the full EIIS approach, which is based on a needs assessment, pilots and then full application has a long time frame and is estimated to take as a minimum of 5-7 years, and as long as 12 years to complete and withdraw with a fairly sustainable programme.

The ILO’s role in supporting the infrastructure sector has evolved somewhat from having a direct role in implementation to one focused on technical advisory services and capacity development. As such it no longer has a direct role in deciding and constructing infrastructure, but often gets drawn into these areas. Its accountabilities for effectiveness, likewise, are shifting from the direct impact from roads on rural development, towards national organizations’ application of investment analysis and planning in the decision process, and local and national capacities and resources to implement labour-based methods for rehabilitation and maintenance of infrastructure assets. As the strategy-level indicators suggest, it is moving in this direction.

²¹ ILO: *Programme and Budget for 2006-07*, ILO, Geneva, 2005.

Findings related to EIIS' country-level means of action

The EIIS's main means of action are summarised as²²:

- Influencing investment policies through advocacy and promotion of appropriate policies and legislation to create an enabling environment for employment creation and poverty reduction
- Building capacity and demand for local level planning processes that identify appropriate interventions based on the needs and participation of local communities
- Promoting local resource-based technologies for infrastructure development and maintenance, to boost employment, income, skills and capacities
- Advancing small-scale private sector development approaches and community level contracting through organisation and negotiation, and skills and management development, as well as contracting legislation and procedures to foster a decent work environment; and
- Supporting reconstruction and recovery in crisis-affected countries by enhancing employment to spur local development.

Of these, the evaluation has addressed elsewhere many aspects of the first, and did not investigate crisis response-focused activities. The following sections summarize findings from case studies related to the quality and effectiveness of remaining areas of interventions.

Local resource-based road construction and rehabilitation. Infrastructure investment is economically and technically complex and also highly political. The ILO is widely credited with creating and spreading knowledge and capacities on how to build roads with labour and appropriate technologies, and through training a cadre of engineers, overseers and contractors. These initiatives are consistent with current trends in the industry where an ever-increasing share of investment works is executed by contract. In addition, to varying degrees, the ILO has evolved its approach from a donor-driven, public-managed process into several variations of employment creation initiatives. The variations include the level of government involvement, technology choices, project complexity, intervention areas, degree of private sector involvement, procurement processes, and level of institutionalization.

²² See EIIP website: <http://www.ilo.org/public/english/employment/recon/eiip/about/index.htm>.



Laying of culvert pipe in Mozambique

Technical tools. The ILO technical manuals, studies, and other publications and tools are extensive and can constitute a substantial portion of the total English, French and national language information in this technical area. Their quality was attested to by various officials during case studies²³. The evaluation team also received positive feedback on specific tools produced under the EIIS: the contracting materials to help in procurement and avoid corruption, guidelines and rules for recruitment, conditions of practice for temporary workers, and training materials for financial managers, young entrepreneurs, and supervisors. The overall judgement is that EIIS tools and techniques are good, though some are dated. Also, primarily because of lack of funds, the information EIIS could generate is not shared widely.

National experts. The ILO has been a major source of technical know-how to those providing technical education. In many countries where the ILO has worked there is a cadre of professionals inside and outside the government actively supporting labour-based technologies in road construction. According to feedback, however, in many cases demand for these skills is not widespread so that training capacities and offerings can lag, and skilled professionals find too few opportunities to apply and develop their know-how. This lack of opportunity is also credited for slowing the rate of technical innovation in labour-intensive methods²⁴.

Risk factors and constraints. The EIIS labour-based rural road construction methods, while having proven technically sound, seem to be handicapped by long-held national and

²³ One of whom complained of the many consultants who “re-write the same thing but not as well” and charge large fees for the effort.

²⁴ One engineer was adamant in the need for the ILO to provide more guidance and tools on how to design and compare various options for technically sound road construction that also highlight the financial and managerial trade-offs for greater labour inclusion. In addition, he insisted that there is too little know-how on inserting well-crafted incentives within the proposal process that can fairly compensate bidders offering more employment-intensive methods.

international concerns of several sorts. First, there is concern about the management intensity both for government institutions and their contractors; second there are concerns among funders linked to the relatively slow disbursement of funds; third, there is a perception in some countries of the methodology being donor-driven rather than nationally owned; and fourth, there is some national resistance to the increased financial transparency associated with these methods.

The trend is upwards for infrastructure investment, at the same time that the number of technical experts in labour-intensive technology is declining. The ILO is well positioned, prepared and mandated to influence new resource-based technologies, provided that they are appropriate. This may mean that ILO supports and promotes technologies developed by others, and engages more regularly with other agencies established in the field.

Infrastructure maintenance. Governments and donors widely despair over the failure of countries to sustain infrastructure investments. Despite major accomplishments through project work, post-project maintenance of rural roads and other assets very often has failed to materialize. In most developing countries this is primarily due to breakdowns in financing and institutional support. Most often, local users have been left to finance the brunt of repair work. In many countries the rapid increase in vehicle use, and particularly the proliferation of heavy trucks using rural roads, exacerbate maintenance needs beyond what had been expected.

Numerous studies have also highlighted the cost-effectiveness of maintenance work in maintaining infrastructure assets and maximizing financial returns. The search for alternative financing for road maintenance has resulted in increasing experimentation with road funds that use resources to contract small-scale, local service providers.

The ILO has worked in the area of maintenance but its activities are partly constrained by lagging government initiatives in this area. Many funders see the ILO playing a more pronounced role in launching viable labour-based maintenance schemes and building institutional capacities and advising on accountabilities to ensure their sustainability. The two new maintenance projects in Cambodia and the Philippines (pending), are two examples of donors and lenders interest in supporting innovative approaches to maintenance that recognize the ILO's advantages in this important area.

Private sector and community contracting. Contractors make use of labour-based technologies if costs to them are lower compared to machines. The ILO has played an important role in raising awareness of how labour-based techniques and use of local materials can be more cost-effective than equipment, and in marketing these techniques more aggressively to donors and contractors alike. Labour-based contracts can be encouraged by opening up opportunities for local small-scale contracts through breaking apart projects into small and technically and managerially straight-forward contracts.

The ILO is credited with having successfully advocated for labour-based contracting practices and protecting working conditions and worker rights through revamped procurement policies and practices in all of the four case studies.

- In Cambodia, its efforts resulted in national policies promoting labour-based approaches in all infrastructure investments. Government policies for labour-based

infrastructure development stipulate labour standards, with guidelines reinforced through IFI stipulations to ensure adherence to rights of contracted workers.

- In the Philippines, the ILO advised on the development of a national labour-based infrastructure programme, and was instrumental in the 1999 executive order that prescribes labour-based technology as a preferred construction technique.
- In Madagascar, by empowering communes with training and skills to develop and maintain local infrastructure; by building capacity in the private sector and developing skills for development and maintenance of infrastructure.
- In RSA, the introduction of service delivery using EIS and starting to upscale its use nationwide in a multi-sectoral approach under a Government funded scheme; by supporting municipalities and community groups.

As highlighted in the 2005 study on infrastructure in Asia, contracting processes remain highly complex, with bids large in scale, limited in transparency, and highly susceptible to corruption. The ILO's strategy aims at opening opportunities to small enterprises and communities by scaling down contract lots and supporting greater use of small subcontracts, simplifying procedures, and encouraging tighter standards and requirements for local labour and materials use. The ILO has demonstrated these innovative methods to good effect.



Community planning in Tanzania

Contract oversight. Within the infrastructure investment portfolio, in nearly all countries, there is also a widespread absence of transparent and consolidated monitoring and reporting on contract adherence, and use of labour-based methods during road construction

and maintenance is no exception. Contractual guidelines vary widely across agencies and governments, with some providing penalties if machines are substituted for labour, however, oversight of contract implementation is often weak within government and pressure to meet deadlines often means that contractors apply faster methods.

The issues of accountability and risk management are very pronounced in infrastructure investments, not least because of high levels of corruption associated with these. Donors and lenders are calling for improved mechanisms for strengthening accountability, including active community participation, competition and more effective (transparent and independent) regulation. Civil society organizations and NGOs can also act as watchdogs against corruption and inefficiencies. These are all approaches in which the ILO is highly credible and active on the ground. The ILO's work can focus even more on building sound practices in transport infrastructure management and oversight as this is a niche area for which there is clear demand.

Local Infrastructure Planning (Integrated Rural Accessibility Planning). The blend of technical, social, economic and political factors involved in planning and coordinating infrastructure development calls for strong institutions to formulate the strategies and policies of different government agencies to plan and implement them. The need for strong coordination is further complicated by substantial decentralization in many countries, combined with increased emphasis on linking infrastructure investment to local needs. The devolution of responsibilities for policies and resource decisions has opened up new challenges to integrated planning of infrastructure investment.

As early as the mid 1990s, the ILO introduced and began supporting application of investment planning methodologies, primarily through the Integrated Rural Accessibility Planning (IRAP) tool. Though often centrally administered through planning ministries, its use is usually concentrated at the provincial level within the various government ministries. The results of IRAP participatory surveys indicate priorities for investment in specific sectors. These results are in theory inputted into public investment plans at provincial and lower levels.

The IRAP support projects are popular with governments and, depending on the country, ILO support has led to partial or full capacity at national and/or provincial level for its regular use²⁵. IRAP reports are also used at decentralized levels for aid mobilization and have helped to direct external resources to water, education, health and small roads investments.

Mainstreaming IRAP in planning policy. Despite the popularity of IRAP, there is little documentation to confirm its actual application in government decision making. Few countries have adopted it as an official part of the investment planning process. IFIs and their recipient ministries would like the tool to provide a more comprehensive analysis to recommend priorities for infrastructure investment within whole provinces at a point in time. This could then be the basis for a longer-term road map for infrastructure investment.

²⁵ One interviewee said that "IRAP is in high demand in countries undergoing decentralisation where there is weak capacity at local government level to plan for rural service delivery"

Because of the ILO's reported proficiency in supporting its application, some countries have been slow to mainstream capacities, scale up, and provide the necessary financial support. The ILO needs to be timely in phasing out its direct role in supporting IRAP through project staff in provinces and link expansion to national ownership in the form of staff capacity and budgets, or reliable government demand for comparable services from the private sector.

Community-level infrastructure planning. IRAP's popularity with the government and infrastructure donors has resulted in similar initiatives being launched by UNDP and UNOPS to replicate and adapt its methodology, and to integrate GIS for infrastructure and local development mapping – a technical feature that supports impressive visual mapping of current and planned infrastructure. The ILO has made limited inroads in collaborating with these agencies and, in one country visited (Cambodia) local government had seen them somewhat in competition. Though the ILO is credited with the greatest depth of experience and expertise, it cannot contribute effectively to integrated local planning methods without eventually addressing linkages to local governance, often supported by other UN agencies. Given the strengths of these organizations in administering large funds, a more formal collaboration or partnership should be feasible based on comparative strengths.

ILO can be proactive in exploring how investment planning tools at various levels can be consolidated. IRAP's approach builds on participatory methods down to the commune level for the data collection and prioritization stages, though it does not have a later stage to report back to the commune and villages the results of the analysis.



Defining access indicators in IRAP exercise in Mongolia

Summary

Despite well targeted and technically strong interventions the EIIS has had uneven success in moving countries beyond a demonstration framework. There has been an absence of a coordinated effort to mainstream EII approaches in those organizations that can be robust proponents of the methods. Though there are some strong advocates of EII approaches in major funding agencies, consensus and full endorsement of the approach is not in place. Based on feedback from these agencies, steps to address challenges in the scaling up will need to shift the attention from technical and economic viability of labour- intensive road construction to addressing key institutional and policy reform areas that are required to roll out such programs on a larger scale.

Generally, there was also some negative feedback that ILO continues to generate extra-budgetary funding and projects, which do not fit clearly into well thought through country programming without adequate local ownership but with high overheads.

Performance indicators and targets

As preface to this discussion, the evaluators would like to note their difficulty in obtaining more summary activity and performance information that documents results reported country-by-country. This relates mostly to the weak information base within ILO as a whole, especially when information is needed to carry out a strategy evaluation which has substantial information demands. As ILO ratchets up its evaluation work, there will be a need to ensure that programmes are collecting the information (cost effectively) to make these evaluations worthwhile. It is for this reason that the Governing Body may regard that the evaluation has not provided the coverage they wished, as noted in the past.

The highest-level performance indicators and targets for the ILO's EIIS are summarized in section 2.3, and listed in table 3. These are taken from the ILO's biennial Programme and Budget proposals for the period 2002-2007. This section discusses their suitability, adequacy and application for managing and reporting strategic results.

The Strategic Framework 2002-05

As earlier noted, from 2002-2005 the ILO reported against only one indicator, which was applied to report the number of countries where the ILO's work was considered to have contributed to the creation of new programmes or major new elements in existing country programmes. In reviewing its reported results there has been variation in the magnitude and type of country progress reported. However, several positive observations can be made.

First, the reporting of specific country-level results align consistently with the location and types of ILO interventions in the various countries named. Second, the country outcomes described are appropriate to the kinds of influence – primarily in improved public and private sector capacities and practices – where the ILO has been found highly competent. Third, it is important to note that since 2000, the programme or strategy has exceeded its current biennial target of 15 countries where the programmes or policies are adopted or implemented.

The Strategic Framework 2006-09

Beginning in 2006, performance accountability shifted to the ILO's influence over increasing the share of public and private investments going to employment-intensive investment programmes (target of 10), with a second dimension capturing the technical, operational feasibility and working conditions of job-enabling infrastructure and construction programmes (target of 12). A final performance indicator links to the ILO's crisis- response reconstruction efforts (target of 15 countries)²⁶.

Though results have yet to be reported, the evaluators did assess steps being taken by ILO to link P&B indicators and targets with emerging DWCP implementation plans for the biennium. The results of this match are shown in table 5 below. In the same table EMP/INVEST also provided and categorised information along the six key policy areas recently laid out in the "Vision" document²⁷ (see section 2.2). Finally, EMP/INVEST was asked to estimate the likely resource level (RB and XB) to support the outcomes.

Resource base and scale of planned outcomes. The information contained in the table prompts several concerns. First, at country level, EIIS figures strongly (one of only several outcomes) in approximately 35 draft DWCPs, which constitutes a very sizable portfolio. Consideration needs to be given regarding the adequacy and technical fit of ILO resources to support this scale of work. Rather than let plans stand as is, the Office needs to decide whether to scale back the number of countries or scale up technical support. Second, in 25 of these countries, estimated resources fall below US\$ 500,000, and in a fair number of these, resources have not yet been mobilized so that the planned work is still contingent on funds becoming available.

Adequacy of indicators. Based on the reported links to the new employment "vision", the interventions are well integrated, addressing a high number of the key policy areas outlined for comprehensive national employment strategies. Of the three programme components, with the exception of post-crisis cases, the two indicators of performance capture core elements of nearly all country operations and therefore, in theory, can be a means of aggregating reporting on performance. However with both issues linked to their application need to be addressed. These are discussed below.

The usefulness of the first indicator set up to support the EIIS is questionable. To begin with, there is a stronger quantitative element "member States show an increasing share of public and private investments that go to employment-intensive investment programmes ...". For this it is very difficult, if not impossible-- given the nature (and delay in publication) of government accounts, to measure "the proportion of government investment devoted to EII approaches". In addition, the amount of investment in EII approaches may rise but this may be in the overall context of overall rising volume of investment, so share may not be changing²⁸. For the second indicator, the wording is rather

²⁶ See terms of reference item 11b.

²⁷ ILO, Committee on Employment and Social Policy: *Employment strategies for decent work country programmes: Concepts, approaches and tools for implementing the Global Employment Agenda: "Vision" document on operationalizing the employment component of decent work country programmes* (GB.295/ESP/1/1), ILO, Geneva, March 2006, section IV.

²⁸ The third indicator "Number of member States in crisis situations using employment-intensive investment approaches (target: 15 countries)", is somewhat dependent on the number of crisis situations. It is desirable to

vague and seems to apply to a broad technical area. This is a more measurement “friendly” indicator as it is an “either-or”, although no definition of the level of adoption is given, and only at the demonstration level; this would require quite a comprehensive survey to assess this.

Table 5 Breakdown of major country-level interventions based on DWCP implementation plans, 2006-07, categorised by policy areas

	Country	Key policy areas according to GEA “Vision” document	Employment and investments	Infrastructure for jobs and decent work	Crisis response	Resource level
AFRICA	Burundi	2, 3, 4, 6		☐	☐	*
	Cameroon	1, 2, 3	☐	☐		**
	Congo	1, 2, 3	☐	☐		*
	Dem. Rep. Congo	2, 3, 4, 6		☐	☐	*
	Egypt	2, 3, 4	☐	☐		*
	Ethiopia	1, 2, 3, 4, 5, 6	☐	☐	☐	**
	Gabon	1, 2, 3	☐	☐		*
	Ghana	1, 2, 3	☐	☐		*
	Kenya	1, 2, 3	☐	☐		*
	Madagascar	1, 2, 3, 5	☐	☐		***
	Mali	1, 2, 3, 5	☐	☐		***
	Mauritania	2, 3		☐		*
	Mozambique	1, 2, 3, 5	☐	☐		*
	Rwanda	2, 3		☐		**
	Somalia	2, 3, 4, 5, 6		☐	☐	***
	South Africa	1, 2, 3, 4, 5, 6	☐	☐		***
	Sudan	2, 3, 4, 5, 6		☐	☐	*
	Zambia	1, 2, 3, 4, 5, 6	☐	☐		*
Zimbabwe	2, 3		☐		*	
Regional Africa	1, 2, 3, 4, 5, 6	☐	☐	☐	*	
ASIA	Afghanistan	1, 2, 3, 5		☐		**
	Azerbaijan	2		☐		*
	Cambodia	1, 2, 3, 5		☐		***
	Indonesia	1, 2, 3, 4, 5, 6	☐	☐	☐	***

try and ensure that the number of countries in crisis situations is low, so it is better to propose what is the proportion of crisis countries taking up EIIS, than how is a crisis situation defined.

	Iraq	1, 4, 6	☐		☐	*
	Lao PDR	2, 3, 5		☐		**
	Nepal	1, 2, 3, 5	☐	☐		*
	Pakistan	4, 6			☐	*
	Sri Lanka	2, 3, 4, 5, 6		☐	☐	***
	Southern Asia	1, 2, 3, 4, 5, 6	☐	☐	☐	*
AMERICAS	Bolivia	1, 2, 3,		☐		*
	Brazil	1, 2, 3	☐	☐		*
	Guatemala	1, 2, 3, 4	☐	☐	☐	*
	Haiti	4, 6		☐	☐	*
	Honduras	1, 2, 3	☐	☐		*
	Nicaragua	1, 2, 3, 4	☐	☐		*
	Paraguay	1, 2, 3	☐	☐		*
Source: Constructed by EVAL (using IRIS/SMM data) and EMP/INVEST						
<p><u>Legend:</u></p> <p>Key Policy Areas of the Employment Sector according to GEA “Vision” document (GB.295/ESP/1/1):</p> <ol style="list-style-type: none"> 1: Economic Policies for Employment Expansion 2: Skills, Technology and Employability 3: Enterprise Development 4: Labour Market Institutions and Policies 5: Governance, Empowerment and Organisational Capital 6: Social Protection <p>Resource level (RB and XB):</p> <ul style="list-style-type: none"> * = < US\$ 500,000 ** = US\$ 500,000 – US\$ 2,000,000 *** = > US\$ 2,000,000 <p>Activities in Bolivia, Congo, Democratic Republic of Congo, Brazil, Honduras and Paraguay are proposed at this stage.</p>						

What are the alternatives? The whole indicators and targets structure of the ILO is built around standards, pilots and thresholds being achieved in various numbers of countries that rest on a reporting structure where a subjective assessment is made. If a change was to be made here in the indicators then this would look unusual alongside the other programmes where the “number of countries” indicator is used. Instead it should be asked what EIIS is trying to achieve in the long term, how well it is meeting its development objective. This is a rising number of unemployed people becoming employed on a sustainable basis as a result of employment-intensive techniques in the infrastructure sector. The “increasing share of public and private investments that go to employment-intensive investment programmes” is an interim achievement, the sustainability of which will depend on governments, funders and public and private sector agents changing their policies and practices. In this vein, an indicator stressing progress being made in changes at policy, resource and regulatory levels based on key institutions could be an improvement, or a

sustainability indicator showing where the programmes objectives have been mainstreamed within countries such that it is able to continue without ILO support.

The development of more appropriate indicators and outcomes might come about as the ILO develops its monitoring and reporting capacities and its next performance report. In this a range of information can be used to build up a picture of how ILO performs as an organisation. In this there can be organisation-wide indicators (such as the “number of countries”), but these can be backed up by additional measures of achievement and performance.

EIIS does not yet have in place a monitoring and reporting system that sets out early in the process the agencies and policy or programmatic changes being targeted. Given that the ILO maintains country operations for well over a five year period, more systematic tracking of strategy and progress over time, and particularly across projects, is badly needed. Such detail can best be captured at country level and monitored by ILO field offices which manage and report ILO strategies and progress within a country framework. EIIS has a standard country-level monitoring and reporting tool and which is tested in some countries. The summary performance matrix, which is included in annex 8, is reasonably crafted but time-intensive; testing and use should continue but with refinements made.

Research on impact. The EMP/INVEST unit has outlined a set of research priorities that can feed into operational programme development. These share a common element of better defining and quantifying income and employment effects linked to infrastructure investment. Several aspects of these are endorsed by the evaluation:

Efforts to establish impact on poverty reduction, empowerment and economic or employment growth can best be leveraged against national resources, capacities and methodologies as part of a national impact monitoring scheme. The evaluation notes ILO intentions to link research to national capacity development in evaluation and impact assessment at the policy levels. This should incorporate the considerable body of research already available on infrastructure investment impact. The evaluation endorses plans to address issues related to productivity of labour-intensive infrastructure development and proposes that these include consideration of management and oversight requirements, as well as risk factors at various institutional levels.

Project M&E. At project level, methodologies are not consistently in place to establish baseline situations and organizational needs for sustainability of capacities and practices within national agencies. It is recommended that establishing starting conditions be made a more regular element of project start-up processes. In addition, in the case of contracting, it is recommended that tracking studies be conducted on contractors trained, and rapid appraisals used to assess adherence to labour use and working conditions in road contracts as specified in the terms. In general, during implementation, there can be less emphasis put on outputs and more assessment of processes being followed, noting weaknesses and risks to address.

Within investment analysis and planning, the ILO’s current methods fill only part of a broader investment planning capacity need. The ILO could consider introducing methodologies to track its contribution to developing a comprehensive analysis and planning process that addresses both public and private sector investments. This could take

the form of surveys to assess the application of investment recommendations against actual implementation. Such feedback could enhance the role of effective planning, and thereby speed mainstreaming of these practices within a more transparent and results-oriented decision process.

Finally, at country level, there is need to consolidate the frameworks and reported results from project work into a results-based framework at national level whereby ILO's influence can be assessed over a longer period within a country context.

3.3 Evidence of outcomes related to national partners and institutions

Criteria

Evidence of the shorter and longer term direct and indirect outcomes²⁹ on the national partners and institutions that the strategy aims to strengthen (ILO constituents, government institutions, local communities, construction industry councils, construction unions, donors and financing agencies).

The notion of shorter, longer, direct and indirect outcomes has been raised before in the EIIP literature, being reviewed extensively in the paper by Keddeman (1998)³⁰.

In choice and development of country-level partnerships, the most detected from case study countries was a close ILO-government partnership, and then not generally with Ministries of Labour. There have been some useful initiatives with, for example the IOE/CICA and the ICFTU/BWI, including recent collaboration with Sector to launch a construction action programme focused on international and national procurement procedures and regulations. There is more to be done, however, in translating these into sustainable activities. It is apparent and has been confirmed from other studies of the EIIP that institutions other than those of traditional tripartism have a higher profile for employment creation.

Government institutions

Most governments support the strategy that employment is one of the most effective means of reducing poverty (for the political context for African governments, see section 3.1). Except where there is a clear political commitment to EII, the EIIS will require some reorientation by governments in a number of areas: contracting, training and legislation in some cases, and this has been slow to happen, despite the number of years the Programme has been operation (and the fact that in the first half of its life, it was ILO's flagship). Evidence indicates that the EIIP implemented many demonstrations but did not go to scale nation wide. ILO has to be seen to be ready with up to date tools and experience to support implementation of this programme in infrastructure and construction.

²⁹ See footnote 2.

³⁰ This is Keddeman, Willem: *Of nets and assets: Effects and impacts of employment-intensive programmes – A review of ILO experience*, Socio-Economic Technical Papers No.1, Development Policies Department, ILO, Geneva, 1998; but the relevant sections of this paper are based on Lipton, M.: *Successes in anti-poverty*, Issues in Development Discussion Paper, ILO, Geneva, 1996.

Local communities

In two of the countries visited there was empowerment through local funds made available to municipalities (RSA) and communes (Madagascar); some sustainable employment was achieved through the need to maintain infrastructure. There was also some development of local organizations, and training up of entrepreneurs and contractors who would have the skills to deal with local labour-intensive projects. There was also evidence that communities appreciated the need to maintain the assets they had generated.

Construction industry councils

Construction industry councils do not seem to be in the mainstream of labour-based activities³¹. EIIP has reported on activities with councils in Tanzania, Zambia and Lesotho. There are many issues to resolve, however, the recent construction action programme is a step in the right direction. In general EII involves turning away from bigger contracts (and no doubt there is some patronage/bribery involved in some cases). It is vital that industry councils take the lead on “mixing” the techniques, setting out a schedule for raising those competency levels in their industry, and developing and advocating for contracting procedures, and creating a new cadre of entrepreneurs, but they have no incentive to do this. There must be an incentive from those awarding the contracts (governments) that show there are rewards for employing a higher proportion of workers.

Construction unions

Similarly, on the basis of information provided to the evaluation in case studies and other feedback, unions also do not play systematic roles in the development of the EIIP and expansion, although there are many useful initiatives³². But there are aspects that provide constraints: some unions indicate that reducing unemployment levels is not a prime responsibility of theirs. Unions could use a programme like EIIP to deepen their grass roots with labour, at least to give it some strong advocacy support.

Donors and financing agencies

Donors and financing agencies were ambivalent about the work of EIIP: some sceptical, but others convinced and impressed. Some of this ambivalence might be caused by changing priorities within their own agencies, especially bilateral donors. The failure to scale up from pilot projects was stressed as the biggest drawback, coupled with the lack of interest by many host governments in labour-intensive work and difficulties to re-address the in-built bias towards equipment based work. There were recognised short term successes as seen in the immediate employment generated, the positive gender impact and the wide range of training undertaken. These are some of the doubts as to why IFIs have not picked this up as enthusiastically as might be expected.

³¹ In one country visited there was strong feedback that there is a professional blockage against considering EII. EIIP creates competition with established industry.

³² EIIP has provided one example among several of the level of contact they have: ILO specialists in Harare as part of the ASIST work are developing a code of conduct, organised awareness-raising and training for stewards of unions from the South Africa construction sector. Cambodia, too, showed some good contact with unions in the Programme.

3.4 Governance and management practices

Criteria

Governance and management practices that characterize the ILO's organizational approach in implementing strategy. Attention will be given to the coherence and internal collaboration with other ILO programmes, services, and field operations in regard to fostering synergy and mutual support.

EIIS's fit within the Office operations

Integrated programming. For the EIIS to be seen as a successful strategy it must have broken down the traditional silos that exist not only in ILO but within all international bureaucracies. Generally the feedback for the evaluation was consistent in stating that EIIP tended to work in too self-contained a unit to be effective in making internal linkages between ILO areas. An observation made during one interview was that individual ILO units produce tools and modes of operation as individual components with little thought as to the whole problem they are addressing and the integration of those parts. Scarcity of-- and competition over, funds provide little incentive for units to collaborate.

The evaluation did find evidence of collaboration across some ILO departments although it was not possible to assess this comprehensively. Within the employment sector, common materials have been developed on enterprise enabling environment, municipal infrastructure and service delivery. There was integration on some projects in Africa with HIV/AIDS. The evaluation also received reports of collaboration between COOP and EMP/INVEST in West Africa, and inter-departmental collaboration on public-private partnerships in urban Tanzania. Similarly in Asia, several projects were underway that combined infrastructure investment initiatives with a wider array of interventions for the rural economy. But many reported that the links could definitely be stronger, and communication more fluid.

One reason given for limited integration was the different competencies of employment specialists in the ROs and SROs and infrastructure specialists, who tend to be engineers funded at project levels. As is often the practice in field offices, project staff are not regularly involved in discussions on programming and resource mobilization outside of their technical area. Given the scarcity of field staff with technical competency in EIIP, this element is weakly represented when planning integrated proposals.

With DWCP and country-level project networks emerging, the field offices are poised to actively move forward on new integrated or phased design approaches for linking ILO job creation work – skills, enterprise development, microfinance, etc, to the infrastructure investment entry points. A useful activity would be to map for each of the 35 countries where EIIS will be implemented, how it links to other ongoing or planned interventions.

As part of this, the planned reduction in country coverage in Asia should permit more time for intensifying efforts to link EII to integrated employment strategies in those still targeted. Such a development would open up options for technical backstopping to come from LED, Youth Employment, and Skills development specialists.

Field structure. Within the Office-wide effort to support EIIS, the evaluators noted issues related to the field structure, primarily related to lines of authority in decision-making, resource management, as well as hard and soft reporting lines. None of the issues

uncovered were unique to this strategy but nonetheless introduced uncertainties and inefficiencies into operations.

In Asia, placement and reporting lines between ASIST-AP and the Bangkok Offices was not clearly decided, with plans being considered for direct reporting of ASIST to the Regional Office.

Ambiguity in roles and responsibilities between ASIST and country-level EIIS projects also led to some confusion over processes and protocol for country-level resource mobilization. Similar ambiguities in roles existed between ASIST and SROs regarding monitoring and project oversight. Although ASIST is mandated to provide technical support, this is difficult to separate from administrative and management oversight.

The field system is under active review and many of these observations are well known and the organisation is working to ameliorate them.

Operational (administrative) efficiency

Delivery. Although there is some evidence of delays and inefficiencies in project delivery, the EIIS projects as a group have delivery rates on par with ILO averages. Based on feedback from the case studies, project-level approaches also do not appear to cause major implementation bottlenecks with one important exception – large-scale projects calling for implementation of infrastructure development, particularly in post-crisis areas such as Afghanistan. As many governments and funding agencies note, the ILO does not have internal administrative capacities adequate to handle the complexity, diversity and scale of administrative responsibilities associated with these multi-million dollar projects.

In line with evidence from previous evaluations (both on EIIS and in other areas) the responses from the field operations were not positive about the coherence and effectiveness of internal ILO operations. At the administrative level there are some complaints about basic operations taking too long to complete and demands to often meet tight deadlines. There were comments that as much as 30% of the time of technical advisers was taken up with administrative matters, which was exacerbated in the short term at least by the introduction of IRIS.

Bottlenecks to external collaboration. During the evaluation period, the ILO was coordinating with the ADB over how to avoid delays on project approvals, which had been caused largely by differences in administrative practices. Similar problems have existed with IFAD. One obstacle has been the ILO's policies for charging project support, which remains at set at 13%.

On the ground, the ILO would benefit from more regular collaboration with UNOPS and UNDP, particularly to capture their local administrative capacities, thereby freeing up ILO capacities to support delivery of technical assistance, and with IFAD. Currently, examples of effective collaboration are still isolated.

Relatedly, the ILO should review options for establishing more country-level representation and administration to support internal and external collaboration and coordination on project planning and implementation, as well as resource mobilization. The costs of such offices could be partially deferred by pooling project administrative

services and accommodation costs. The offices would have a primary responsibility for networking, advocacy, and mobilizing resources.

3.5 Involvement, roles and complementarity of tripartite constituents

Criteria

The involvement of tripartite constituents and their roles and complementarity.

Observations from the field and from previous evaluations indicate that the traditional tripartite partners have not been as closely engaged with EIIS as they have with other strategies. Most EIIS activities have not engaged the Ministry of Labour as much as other Ministries – Finance, Rural Development, Public Works, Decentralisation, as well as Local Government – which tend to carry the main responsibility for overseeing these activities.

In terms of the employers’ organisations it was found their support more often lay with the system of employers that worked using equipment-intensive approaches, and tended not to take initiatives that would level the playing field for the employment-intensive contractors and employers. In some countries EIIS was a means of encouraging new contractors and employers to become accredited but some respondents said it was difficult for them to break into the institutional structures set up by employers. That said, there are still opportunities for employers’ organisation to get involved. First, they could open up more their institutions to young entrepreneurs and provide mentoring schemes. Second, they could encourage their members to be more receptive to employment-intensive investment schemes. Third, they could give their considerable political clout to the EIIS approach, and fourth, they could identify skills gaps and support adequate professional training in these areas.

Similarly, in terms of the workers’ organisations, few unions have reached the (usually) isolated and rural groups of workers that the EIIS generates. Despite this, workers’ organisations appreciated what the programme was doing, especially in terms of trying to bring decent work to disadvantaged groups. In South Africa the workers’ organizations were widely consulted in the inception phase of the project that grew into the National Public Works Programme. ASIST staff acknowledged that they needed to work more closely with workers specialists, but workers’ organisations were invited to all their workshops. Some EIIS tools had been valuable in addressing working conditions-- such as a code of practice for temporary workers, and accepted in some countries. In some circumstances the place of workers’ organizations as watchdogs of workers’ rights is taken by community based organisations generated by EIIS and its local implementer.

These observations indicate there is a need for the tripartite constituents to self-critically re-examine their role in EIIS and redefine it more expansively to lend much greater support to its development. They can take more positive action to re-orientate their activities toward the change in philosophy and institutions that EIIS requires. There is a very important role for them to play to encourage the development of the programme for the good of national poverty reduction. The three groups who meet in national tripartite councils could combine on national employment policies, which call for significant changes in EII technology use and institutional practices for contracting and implementation.

3.6 Contribution to international and national development frameworks

Criteria

ILO's contribution to international development goals and frameworks including MDG and the national PRSPs will be considered.

MDG and PRS

EIIS directly supports the ILO's broader objective of enabling employment to be a sustainable way out of poverty, with particular benefit to women, youth, vulnerable and crisis-affected groups. In addition to the direct link to poverty reduction targets of MDG1, the strategy also supports MDG linked to improved access to basic goods and services that directly improve the livelihoods of poor households, primarily in rural areas.

EIIS has many complementary features to the PRS but the actual number of entry points has been quite limited (see section 3.6 below). The fact that there have been few is not entirely ILO's fault as the original drafting of the PRSPs made no mention of employment issues and the World Bank and IMF held the formulation of the Strategies closely under their control. This is an area for EIIS to further explore as the opening up of the IFIs and the World Bank in particular to employment issues has been substantial of late³³.

In terms of the UNDAF and PRS (which are linked in so far as UNDAF follows from the PRS in defining national objectives), generally ILO as a specialised agency has not had a high profile, but in the case study countries visited (RSA, where there is no PRS, and Madagascar) there was welcome inclusion of ILO and EIIS in the UNDAF (RSA) and the PRS successor, the Madagascar Action Plan (Madagascar). In the UNDAF in RSA, there are five outcomes of linked to poverty reduction of which the ILO is very involved in the Expanded Programme on Public Works. In Cambodia labour-based investment is a core strategy of the National Poverty Reduction Strategy (NPRS). The evaluation was not able to assess where EIIS concerns are addressed in UNDAFs of other countries.

It would be valuable if ILO carried out a mapping exercise and regularly updated the linkages between its country-level priority areas of work and national and UN development frameworks.

Adjusting to new aid instruments: UNDAF, PRSPs, social funds and SWAPs/ budget support

The ILO is operating in a changing aid environment and must respond to this environment. There are several modalities to note that are relevant to its strategies for linking EIIS to the broader national development framework; some have been in operation for several years while others are more recent. Within aid architecture overall, there is a greater emphasis placed on harmonisation and adherence to national priorities, and progress has been made

³³ See especially Bourguignon, François: *Employment and Development: Good Jobs, Bad Jobs*, World Bank, Washington D.C., June 2006. Dr. Bourguignon is Chief Economist of the World Bank.

in this area. The EIIP is already engaging in these new modalities³⁴. A summary of each modality considered in this section is given in annex 6.

UNDAF. The UNDAF produces a Results Matrix, which is the business plan and common plan of action for UN agencies. The integration of specialised agencies such as ILO has made slower progress than that of others, although the signs are clear that the integration of specialised agencies in the UNDAF process is improving. ILO promotes normative values or sets standards in an area of the UN's greatest comparative advantage³⁵. In two of the countries visited, South Africa and Philippines, the ILO was well represented in the UNDAF.

PRSPs. The ILO has engaged with all of these processes to varying degrees, and most observations will be made in the context of the field visits made for this evaluation. Linking up with the PRSPs has been a considerable exercise for the ILO over the last few years, involving initially a core set of focus countries, now expanded to include more than the 15 pilot countries.

A recent evaluation³⁶ of this engagement provides some conclusions for the role of EIIS in the PRS process. The evaluation identified linkages between ongoing ILO projects in labour-intensive infrastructure and the PRS policies and programmes as well as indicating where EIIS was making or could make a contribution to ongoing 15 PRSP processes the ILO supported. These were in four countries:

- Cambodia: Road infrastructure development (supported by ASIST-AP)
- Ethiopia: Employment guarantee schemes to develop infrastructure and increase incomes
- Ghana: labour-based infrastructure; and
- Kyrgyzstan: Expansion of irrigation infrastructure to expand production and productivity;

ILO's PRS engagement does not appear to have significantly expanded collaborative activities with other agencies or enhanced extra-budgetary resources, because of lack of technical expertise at the country offices and failure to invest adequate resources in follow-up activities. The evaluation indicated that the linkages between PRS "issues" such as implementation of macroeconomic, trade, investment, financial and private sector stimulation policies with employment generation and poverty reduction still need to be understood, which goes beyond ILO's remit, and evaluating the impact of PRS policies and programmes on major ILO areas including employment-intensive infrastructure.

³⁴ See ILO: *A Global Programme: Investing in Employment for Poverty Reduction and Local Economic Growth*, programme document of the Employment-intensive Investment Branch, ILO, Geneva, February 2003, pages 17-18.

³⁵ In future UNDAF formulations it may be necessary to separate the work of the norms-setting and the development agencies to highlight their complementarities and individual strengths.

³⁶ Ghai, Dharam: *ILO Participation in PRSPs: An Independent Evaluation*, National Policy Group/ Policy Integration Department, ILO, Geneva, September 2005.

The evaluation suggests that ILO devote more resources to PRS activities in priority areas to achieve a minimum critical mass of capability and world class expertise. Among these are employment-intensive infrastructure development and enterprise development, which are two key areas of the EIIS, and the ILO should continue to rely on social dialogue, expanding it as relevant beyond the tripartite constituency. These organisations include many of the groups involved in the EIIS: workers and enterprises in the informal economy, contractors engaged in road building, women engaged in income generating activities and individuals deprived of all forms of social protection.

Social funds. Social funds aim to deliver public good and services in a way that fits local preferences, allow communities to take control over resource allocation, and encourage local governments to be more responsive to their constituents. In some EIIS countries, social funds are applied to road building and other infrastructural development: in Madagascar for example, communities could apply to social funds for EIIS activities.

SWAPs. The Sector Wide Approach (SWAP) is budget support to a government's comprehensive sector policy or expenditure programme. SWAPs could be used in EIIS countries especially for school building and maintenance activities.

3.7 Gender and social inclusion

Criteria

Cross cutting issues of gender and social inclusion

There are cultural and locational dimensions to gender and social inclusion that differ markedly within and across countries. The status, roles, attitudes and conditions of men and women vary widely. This is particularly true when promoting employment in the construction and maintenance of rural infrastructure. Therefore, key criteria for this evaluation were evidence that EIIS orientation, methodologies, and customization in implementation showed sensitivity and flexibility to address these differences. This section summarizes findings on how gender and issues related to vulnerability and social exclusion are addressed and integrated in the EIIS strategies and practices. A major issue for the strategy is greater access by women and the marginalized to the benefits of employment-intensive infrastructure investments at local levels.

The evaluation found evidence of awareness of gender and vulnerability issues in much of the EIIS tools and methodologies. This included well articulated targeting policies and practices, as well as more detailed guidance on how to recruit women, disadvantaged persons, persons of ethnic minorities, etc., and how to create jobs and organize tasks that enabled women, the aged, and disadvantaged persons to safely and effectively do the a wider range of work. Some of these require updating.

The evaluation received a lot of positive feedback about the achievements of ensuring that the roles of women, minorities and vulnerable groups were well integrated into the activities, and the team itself saw first hand in the case study countries that women were encouraged to participate at all levels of the programme (not only as road workers). This was acknowledged by the external commentators in the IFIs who were invited to comment on the EIIP.

Recognizing the good work done, there are five areas where improvements could still be made:

- increasing the rates of women as contractors and task managers; training of officials in how to manage gender-sensitive local contracting; training of women as contractors, tracking of how women as contractors fare;
- better guidance on how targeting of women and vulnerable groups in the local labour supplies can be applied in the contracting process;
- more regular gender- and vulnerable group-disaggregated reporting on participation rates at local levels in pilot projects;
- more explicit incorporation of gender and vulnerability aspects in the IRAP tool as well as greater community-level participation for applying the findings of IRAP studies to decision-making processes; and
- more pro-active recruitment of women for project and programme professional staff positions to improve the gender balance.



Women workers in San Juan, Guatemala following Hurricane Stan

4 Conclusions and Recommendations

4.1 Conclusions

Using various methods as outlined in section 1.2, the evaluation has responded to the purpose which is:

“to provide insight on the mandate, continued relevance, effectiveness and efficiency of this strategy, programme, approach and interventions in strengthening and broadening the use of employment-intensive growth for poverty reduction. This will include consideration of whether the programme should be continued, discontinued or modified.” (TOR, para 10)

The limited information and resources available for this evaluation have restricted the depth of the investigation in many areas: only four out of the 37 countries where there are activities could be visited and EIIP’s weak performance reporting system has limited assessment of previous activities. However, it is an independent view and the balance of evidence and repetition of some issues across different elements of the methodology (review of previous evaluations, email questionnaires, interviews, site visits) lend some weight to these findings.

To address the major question posed in the TOR, the Programme should be continued but modified. After operating for 25 years in over 50 countries the EIIS is clearly a technical success but mainstreaming into national programmes has been limited. Many of the institutions involved, especially governments and IFIs show considerable ambivalence, even some tensions with its objectives. Although this may be slowly changing, it has to be addressed. If mainstreaming is to be accelerated some significant changes in direction may be required. There needs to be a much tighter focus as reflected in many comments and feedback the evaluation received from experienced observers. EIIP must set priorities with its partners and start to divest its activities to other implementing agencies such as NGOs and UN development agencies. Most importantly, EIIP has to work within the new aid architecture. During this re-orientation, EIIP has to work within its existing staff resources.

The evaluation finds the EIIP as a programme with an impressive range of effective techniques and experience with many country level successes generated as demonstrations over the last 25 years. Staff – past and current – are highly dedicated and have done a commendable job. The EIIP functions in an area where there is now a high political profile for its techniques and services. But new stakeholders have to be taken on board and new relationships developed, and the results have been quite encouraging in those environments where governments have deliberately taken conscious decisions to promote EIIP as another weapon against poverty and unemployment (and this includes two of the case study countries).

In terms of **relevance**, ample evidence has been produced (and including the findings of research carried out by EIIP which has not been reviewed here) to show that the programme is highly relevant, as a mechanism to reduce poverty through employment, as a means of accelerating the transition between relief and development and improved local economic activity. Its contributions to building up a cadre of small business entrepreneurs also bode well for a second round of income generation effects.

On **effectiveness**, based on the P&B objectives set for the programme, it has achieved its objectives, but it must be emphasised within the context of rather weak Office-wide criteria. The programme has four immediate objectives (see section 2.2): For the fourth, the evaluation received some positive but anecdotal responses on the role of the programme in reconstruction programmes but, as noted in section 1.2, was not able to research this thoroughly. As regards the other two immediate objectives – promotion of policies, small enterprises and organisations with collective negotiations, the record is more mixed, with some good examples of isolated success but with limited spread.

Many of the achievements happened without the full participation of ILO's tripartite partners as the nature of the programme lent itself more effectively to the participation of other partners. The traditional tripartite system does not line up with all development situations and this is one of them; but the partners could be part of it and contribute to its greater success. Because of this, the overall programme is weakened as it lacks a critical mass of robust ILO constituents for the initiative. ILO has the mandate and expertise but lacks the full leverage to bring about the policy, institutional and philosophical change without more support from its tripartite (or tri-partite plus?) partners. Ambivalent attitudes from IFIs need to be addressed. In sum, ILO as an organisation has achieved much of what it can do. Therefore, although ILO has the mandate and technical competence, it lacks sufficient institutional leverage.

Independent external observers reported major successes with the short term context of many activities: projects did help increase employment creation and increase incomes in rural areas, that there was good inclusion of women in the projects, the material and training generated was very effective and that in particular the IRAP tool approach was valuable.

Within ILO, and in common with evaluation findings of other parts of the Office, integration across departments was weak, perhaps weaker than found elsewhere, according to observers. Communication with other units could be improved.

With **efficiency** – use of resources to meet the objectives – accurate assessment of this criterion was beyond the resources of the study, which indeed as it is for many evaluation studies requiring as it does collection of information on inputs (usually costs) and their comparisons with outputs. A shorthand means of assessing efficiency is to judge the nature of operations against agreed best practices but, apart from some anecdotal comments this was not possible here.

Regarding **impact**, many of the positive aspects of the EIIP are still current, its tools and approaches are effective, but also that the difficulties that have dogged its development still apply. The major of these is that it is still an uphill task to convince governments of the need for employment-intensive investment and to set up the institutions and change in mind-set for this to happen³⁷. In several countries EIIP has remained at the demonstration stage for several years without the required scaling up and seen by some in the old

³⁷ ILO: *A Global Programme: Investing in Employment for Poverty Reduction and Local Economic Growth*, programme document of the Employment-intensive Investment Branch, ILO, Geneva, February 2003, page 17.

fashioned “public works” view that provided temporary and unsustainable employment. The programme has still not managed to entirely throw off that erroneous view of its work.

4.2 Recommendations

Recommendation for the Office

1. EIIS is clearly a technical success but there are problems with reforming institutions. All recommendations in this section reflect the understanding that new approaches must be sought to trigger and accelerate mainstreaming. The EIIS must take cognisance of the new aid architecture, both within ILO (DWCP) and outside (UNDAF, PRS, social funds, SWAPs, budget support) so that as changes in aid architecture progress, the Office is ready with tried and tested tools, experience to maximise the employment aspects of infrastructural development in the funding arrangements, and concentrate on these countries. To ensure that the ILO’s expertise in employment promotion through infrastructure development is adequately developed in national analytical and planning processes (especially national employment policies and employment guarantee schemes), it should work within the UN development framework, and follow this up with integrated proposals for rural or urban development and employment planning. The EIIS should take as priority situations where it can link into PRS-UNDAF and DWCP, and use the funds available to scale up their programmes with government support.
2. The Office should, with Governing Body support, set a much tighter and demand driven focus for its work. From the start the “scale-up” modality should be recognised and built into programming with the setting of demanding milestones. With a reinvigorated tripartite structure, the leverage of ILO can be enhanced. Member governments need to be made aware that EIIS has a well tried and tested product developed over many years of experience and if governments wish to take up its services, they must commit to achieving certain milestones, so that the programme can accelerate divestment of responsibility. The programme should be wound down in countries which are not amenable to tighter priority setting and where governments do not wish to make this a national mainstreamed priority.
3. ILO must regard its role in EIIS as that of a UN specialised agency mandated to provide tools, standards, rules and laws. This implies greater discipline in seeking extra-budgetary funding focused on testing and evolving good practice, and working more closely with implementing agencies that can provide a presence on the ground e.g. NGOs.
4. The dialogue with donors should be oriented towards areas such as budget support and social funds, and EIIS should build alliances with the appropriate Government Department. e.g. Finance and Planning, Treasury. In budget support, donors provide financial support to good socially inclusive and poverty focussed national plans. Therefore the construction techniques to be used should be considered by the implementing government department.
5. The World Bank and regional development banks are closer to individual ministries – such as those dealing with infrastructure – so it would be better for ILO/EIIS to work closer with such Banks and national governments in order to ensure or lobby for an

appropriate proportion of major construction investments to be geared towards the development of local businesses, local economies and local job creation. Large international construction companies that win contracts in developing countries should be required to work more with local industry. ILO should promote this.

6. Also, ILO should build closer partnerships with agencies such as UNOPS, UNDP, IFAD, EU and bilateral development agencies such as JICA, and ILO staff and consultants should work with these agencies as major funders of infrastructure. There should be memoranda of understanding with ILO on collaboration in this area, reflecting the clear roles and responsibilities respecting the comparative advantage of different partners. More generally, the EIIS draft global strategy would benefit from a better defined strategic plan of how collaboration and partnership will be approached to meet specific aims of mainstreaming employment-intensive investment through changes in organizational policies and practices. The Office will as well need to address administrative constraints to partnership with other UN agencies and development banks.
7. The Programme and its achievements are not well communicated and a stronger communications effort should be made, already in hand as the EIIP documentation suggests³⁸.
8. No recommendation is made about the deficiencies of the administrative and field structure that surfaced so strongly in the evaluation as it is acknowledged that ILO is aware of these issues and this is under active review. The current structure is not serving EIIS well. The ILO field structure has to give greater support to employment strategy issues. There has to be greater strategic thinking in the field.

Recommendations for ILO/EIIS related to the programme structure

9. ILO/EIIS should see as a priority to build demand for local industry to gain a larger share of construction and other contracts – either indirectly where local contractors can gain work under the wing of larger multinational contractors and so develop and build capacity, to directly where they can compete for work. Greater attention could be paid to market incentives and business needs (e.g. cost-benefit analysis). EIIP should work more closely with the relevant enterprises section of ILO to do this.
10. ILO should be encouraging donors to demand new resource-based technologies, provided that they are appropriate. This may mean that ILO supports technologies developed by others. The ILO should be more active in global and regional fora on this subject – World Road Association, for example, to be better networked and informed.
11. Programme managers need to give more attention to regular performance reporting. This relates mostly to the weak information base within ILO as a whole, especially when information is needed to carry out a strategy evaluation which has substantial information demands. As ILO develops its evaluation work, there will be a need to ensure that programmes are collecting the information (cost effectively) to support

³⁸ ILO: *A Global Programme: Investing in Employment for Poverty Reduction and Local Economic Growth*, programme document of the Employment-intensive Investment Branch, ILO, Geneva, February 2003.

these evaluations. For EIIP the Office does not yet have in place a monitoring and reporting system that sets out the policy and programmatic changes proposed. More systematic tracking of strategy and progress over time, and particularly across projects, is badly needed. The development of more appropriate indicators and outcomes will progress as the Office expands its monitoring and reporting capacities and performance reporting. At country level, there is need to consolidate the frameworks and report results from project work into a results-based framework at national level whereby ILO's influence can be assessed over a longer period within a country context.

12. Gender mainstreaming in EIIP was positively reported but there are some areas where improvements could be made: increasing the role of women as programme staff, contractors and managers; training of officials in how to manage gender-sensitive local contracting; more explicit incorporation of gender and vulnerability aspects in the IRAP tool, and more regular gender- and vulnerable group-disaggregated reporting on participation rates.

Recommendations for member governments, employer organisations and worker organizations

13. Member governments have to recognise that EIIS reflects 25 years of tried and tested experience and techniques and should be amenable to taking the steps for its success according to a very strict timetable of milestones. This recommendation is made in the context of the new aid architecture where good efforts are being made by the donor community to more closely support national priorities in a harmonised manner.
14. Both employers and trade unions could make a much more significant contribution to EIIS. Employers should be working on a focussed strategy to identify gaps in the employment/institutions (or changes in philosophy) in the skills, incentives or institutions that are required to provide large number of jobs for the rural unemployed. This could be a niche to encourage contractors or businesses men to engage more fully, or encourage training for certain types of skills – skills that aim to support their government's employment policies.
15. Workers' organisations should similarly identify niches they can fill, such as support of affiliations of unemployed groups, provide advice on labour standards, and even just help in making contacts and networking with other groups.

The Office Response to the Evaluation

The Office welcomes the conclusions and recommendations contained in the summary of the independent evaluation of the ILO's strategies for employment-intensive investments. It generally accepts the findings with respect to the Employment-Intensive Investment Programme's (EIIP) approach and impact, and welcomes the recommendations proposed for its future direction.

The evaluation acknowledges the impressive range of techniques and experiences developed by the Programme over the last 25 years, its country-level impact, its contribution to global goals such as MDGs and its ability to evolve in response to a changing development environment.

The report underlines the higher political profile that investments in infrastructure development are currently assuming as a major instrument for poverty reduction. The evaluation and its discussion present therefore an opportunity to better leverage the EIIP strategy for advancing the Decent Work Agenda.

The evaluation also points out that the ILO's tripartite constituents can make further strategic contribution to supporting and scaling up employment-intensive investment strategies in infrastructure development at the country level.

The Office has the following observations and plans for follow-up:

The report acknowledges the EIIP's valuable work at both the policy and at the operational levels, and underscores the important work done by the Programme in establishing operational country programmes and defining tools and methodologies for employment-intensive investment approaches in cooperation with other development partners. Regarding the evaluation's assessment that the EIIP could be better used to leverage investment programmes supported by other UN and partners organizations, including international financial institutions (IFIs), in favour of job creation, the Office observes that there are several examples of collaboration with regional development banks (e.g. ADB on poverty reduction trust funds, SADB on community programmes) and UN agencies (e.g. WFP, UN-Habitat) where ILO approaches and methodologies are applied. The Office recognizes however, the need to strengthen and expand cooperation with the UN system, IFIs and development partners to support employment impact and investment climate assessments, infrastructure support facilities and other areas where policy leverage could be improved.

The evaluation recommends that the ILO should take as priority situations where employment-intensive investment strategies link into PRSP-UNDAF and DWCP processes. The Office sees employment-intensive investment strategies as a catalyst for integrated action in the framework of DWCPs. Within the framework of the "Vision" document on operationalizing the employment component of decent work country programmes (GB.295/ESP/1/1: Employment strategies for decent work country programmes: Concepts, approaches and tools for implementing the Global Employment Agenda) discussed in GB in March 2006, the Office will continue its systematic review of EIIP involvement in each of the DWCP and thereby more carefully scrutinize the potential for up-scaling into broader national policy frameworks.

The evaluation calls for greater selectivity, more emphasis to be laid on strategic project streams and less on operational programme management with its accompanying administrative burdens. The Office observes that the comparative advantage of the EIIP is its ability to link policy advice with operational impact through demonstration projects, and that these programmes and projects increasingly are delivered within agreed national development frameworks. The Office will make every effort to explore joint implementation arrangements with UN agencies and other development partners. In practice, it is not always possible to de-link strategic, technical and administrative aspects of project development.

The Office agrees with the recommendation that the programme needs to expand and strategically mobilize additional extra-budgetary resources in order to meet its ambitions for continuous knowledge development and to maintain ILO's role as a centre of excellence. The Office observes however that there is a direct link between regular budget resources allocated to the programme and its ability to mobilise extra-budgetary resources.

The Office observes that the evaluation does not dwell in-depth with the issue of crisis response. It should be pointed out that there is increasing demand from ILO constituents for rapid response to post-crisis reconstruction and for the essential and strategic role that EIIP plays in ILO's integrated response. While the ability to provide such short-term response has significant resource implications, evidence has shown that these post-crisis programmes can provide an efficient investment for long term policy impact.

In summary, the Office intends to further analyse the content of this report between the field and Headquarters units with a view to strengthening the ILO's work in the following areas:

- 1) Promoting systematic employment impact assessment of public and private investment programmes and policies to enhance EIIP's selectivity and support to development of strategic project streams;
- 2) Strengthening the office's integrated policy advice and tools in the fields of employment creation and social protection through support to high quality and cost-effective public and community investment programmes as a social transfer mechanism;
- 3) Strengthening the private sector's role in employment creation, both through small-scale domestic enterprise development, through improved contracting and procurement policies and practices and through integrating employment creation into the economic and financial strategies of those offering and receiving foreign direct investment; and
- 4) Strengthening the visibility of the EIIP within global and regional initiatives and devising and implementing an improved communication and advocacy strategy.

Annexes

Annex 1 List of persons consulted

Geneva

ILO

ED/EMP

Mr J. Salazar-Xirinachs Executive Director

EMP/STRAT

Mr M. Muqtada Chief, Employment Polices Unit

Mr R. Islam Director, Economic and Labour Markets Analysis
Dept

EMP/INVEST

Mr T. Tessem Chief, Employment-intensive Investment Branch

Mr S. Miller Senior Technical Specialist

Ms M. Tsukamoto Technical Specialist

EMP/POLICY

Ms A. Berar-Awad Director, Employment policy Department

ACT/EMP

Mr A. Ramiriz Bogantes Technical Specialist

Mr P. van Rooij Adviser, Technical Specialist

ACTRAV

Mr. R. Raghwan Technical Specialist

Mr F. Murangira Technical Specialist

COOP

Mr H. Polat Programme Coordinator, INDISCO

Ms J. G. Villoria-Williams Senior Specialist, Local Economic Development

ILO/CRISIS

Mr A. Lazarte Hoyle Chief, Programme on Crisis Response and
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DIALOGUE

Mr D. MacDonald Senior Advisor on Social Dialogue

SKILLS

Mr M. Kabundi Director

International Social Partners

Mr G. Rynhart	International Organisation of Employers (IOE)
Mr E. Oechslin	International Organisation of Employers (IOE)
Ms A. Biondi	International Confederation of Free Trade Unions (ICFTU)

Zimbabwe

ILO Sub-Regional Office Harare

Mr A. Tabi Abodo	Deputy Director
Ms I. Chimedza	Information Officer, ASIST
Mr T. Da Vera Cruz	Technical Advisor, ASIST
Mr D. Sahle	Senior Technical Advisor, ASIST
Mr T. Stenstrom	Urban Technical Advisor, ASIST

Others

Mr N. Kudenga	Director of Roads, Ministry of Transport and Communications
Mr T. Greening	Regional Representative, Transport Research Laboratory, UK

South Africa

ILO Office Pretoria

Mr Mohd Mwamadzingo	Regional Specialist on Workers' Education
Ms Boshigo Matlou	Employment Focal Point
Mr Tseggai Elias	National Coordinator, EPWP

Expanded Public Works Programme Coordination Unit, Limpopo

Mr A. Asare	Senior Technical Advisor (Municipal Infrastructure)
Mr Htun Hlaing	Technical Advisor (Training)
Mr John Hongve	Senior Technical Advisor (Roads)
Mr Asfaw Kidanu	Chief Technical Advisor
Mr Dinglizwe Tsgabalala	Technical Advisor (Building and Water)

Government of the Republic of South Africa

Mr Maikel R Lieuw-Kie Song	Chief Director, Labour-intensive Works, Department of Public Works, Johannesburg
Mr Thabo Andrew Mokone	General Manager, EPWP, Limpopo Provincial Government

Social Partners

Mr Shadrach Appanna	Policy Analyst, Development Bank of South Africa (DBSA)
Mr Dennis George	National Training Officer, Fed. Of Unions for Southern Africa
Ms Friede Dowie	Chief Officer Strategic Services, Business Unity South Africa
Mr Henk Langenhoven	Executive Director, South African Federation of Civil Engineering Contractors

Others

Mr Glenn Havemann	Construction and Development Specialist, DBSA
Mr Tim Whiting	Bilateral Manager, Department for International Development (DFID)
Mr Phillip Browne	MDG Coordinator, UNDP

Madagascar

ILO Office Antanarivo

Ms Dayina Mayenga	ILO Area Director
Ms Farah Razafiarisoa	Programme Officer
Mr Hervé Bonnet	Chief Technical Officer, HIMO projects

Government of Madagascar

Mr Salame Abdou	Directeur de Suivi-Evaluation et Communication, Ministère de la Centralisation et de l'Aménagement du Territoire
Ms Tahinarinoro Razafindramary	Directeur de la Planification de l'Education Fondamentale Secondaire et Technique
Ms Holiarivony Ramiarintsoa	Directeur, Centre du Formation HIMO, Antisirabe

Social Partners – National Tripartite Council

Ms Jeanne Clairette Razanarimanana	National Syndicat (Co-President, NTC)
Mr Emile Rabemanantsoa	President du Conseil d'Administration, SANDA Malagasy Group (Co-President NTC)
Mr Toussaint Razafimbelo	Ministry of Labour, Co-President NTC
Mr William Randriamahaleo	Syndicat
Mr Jean Marcellin Nasinto	Bureau d'Etudes

Others

Mr Jean Roger Rajaonary	Directeur, Ingenieur des Batiments et Travaux Publiques, Bureau d'Etudes, JR AINA
Mr Francisco Basili	Coordonnateur des Programmes, UNICEF
Mr Andreas Davevad	First Secretary, Royal Embassy of Norway
Mr Marc van Imschoot	Consultant Civil Engineer, St Martens-Latem, Belgium

Cambodia

ILO Regional Office Bangkok

Mr Gek Boo Ng	ILO Asia Regional Director
Ms Lin Lim	Asia Deputy Director
Ms Chris Evans-Klock	ILO Sub-regional director
Mr Chris Donnges	ASIST-AP
Mr Bjorn Johannessen	ASIST-AP
Ms Chloe Pearse	ASIST-AP

ILO Cambodia

Mr Than Vuth	IRAP Project Coordinator
Ms Sophany	IRAP Expert
Mr Mao Hat	GIS Expert
Mr Thong Thiro	IRAP Field Coordinator
Mr Thou Panha	IRAP Team Leader
Mr Mukesh Gupta	CTA Mainstream Project

Government of Cambodia

H.E. Sous Kong	Secretary of State, Ministry of Rural Development (MRD)
Mr Mour Kinsam	Deputy Director General, MRD
Mr Ngy Champel	Undersecretary of State, MRD
Mr Ros Sar	Director of Provincial Department of Rural Development (DRD) Siem Riep
Mr Mao So	NRDP Project Director
Mr Chhuoy Sothea	Director of DRD, Battambang
Mr H.E. El Say	Deputy Governor, Battambang

Others

Ms H. Winarta	UNICEF
Mr D. Salter	DFID-SEACAP
Mr H. Kackada	DFID
Mr A. Goffeau	ADB

The Philippines**ILO Sub-regional Office Manila**

Ms. L. Wirth	ILO Sub-regional Director
Mr A. Parissoto	Employment Specialist
Ms S. Tugschimeg	Employers' Specialist
Mr M. Ishibashi	Workers' Specialist
Ms L. K. Santos	Assistant Programme Officer

Others

Ms. M. Espano	ASIST-AP, national consultant
Ms. N. Palarca	IRAP Specialist, InFres
Ms. Nora Diaz	HLURB

Annex 2 Terms of reference

Evaluation of the ILO's strategy for employment creation through employment-intensive investment approaches

March 2006

1. Introduction

1. The ILO is conducting an evaluation of its strategy to support member States to integrate employment and social policy concerns into public and private investment policy in the infrastructure and construction sector.

2. The terms of reference have been prepared in line with the ILO's evaluation framework, endorsed by the Governing Body in November 2005 (GB.294/PFA/8), taking into account particular characteristics of the ILO's operational strategy for the Outcome 2b.2. In accordance with ILO guidelines for independence, credibility and transparency, responsibility for the evaluation will be based in the Evaluation Unit. The evaluation team will be composed of one senior external consultant and an ILO independent evaluator without prior links to the programme and strategy.

3. The evaluation will be participatory. Consultations with member States, international and national representatives of trade union and employers' organizations, ILO staff at headquarters and in the field, UN partners, and other stakeholders will be done through interviews, meetings, focus groups, and electronic communication. A dedicated electronic mailbox for the evaluation for stakeholder comment and input will be established.³⁹ Final versions of all evaluation documents will be the responsibility of the evaluation team.

2. Background on the ILO's employment-intensive investment approaches to create employment

History and organizational approach

4. The ILO has over 25 years of experience with promoting local resource use through applying labour-based technologies and local level planning. Its origins date back to the 1970s when ILO's work focused on two streams; relief, emergency and special public works programmes on the one side and technology choice in the construction sectors on the other side. Its strategy has evolved to strengthen public and private sector development emphasizing long-term structured policy changes for employment generation, which support the broader agenda for decent work. During the 1980's and 1990's the ILO worked in some 40 countries, mostly in Africa and Asia, on local resource-based infrastructure programmes. Part of its strategy evolution came from the ILO's own knowledge development in how infrastructure investment affects economic growth and productive employment opportunities, the relative importance of the infrastructure sector in the

³⁹ The evaluation team and secretariat can be reached at the following contact points: eval_eiis@ilo.org; telephone (022) 799-7055; fax: (022) 799 6219.

economy, and the broad spectrum of technologies that can be applied in certain types of infrastructure.

5. Since 2000, the ILO's Employment-intensive Investment Branch (EMP/INVEST), based in the Employment Strategy Department, has anchored the strategy administratively and technically. Additional support comes through the ILO field offices and through the ASIST (Advisory Support, Information Services and Training) programmes of Africa and Asia. ASIST is an ILO executed programme of services, with ASIST-Africa in operation since 1991, primarily in East and Southern Africa, and ASIST-AP (Asia-Pacific) operating since 1998, and based in Bangkok, Thailand.

In 2006-07, an estimated US\$ 3m of regular budget and US\$ 40m in extra-budgetary resources are earmarked for implementing this strategy.

Vision, strategy and objectives

6. The ILO's strategy aims for ILO constituents and key stakeholders integrating employment and social policy concerns into public and private investment policy in the infrastructure and construction sector. The strategy directly supports the ILO's broader objective of enabling employment to be a sustainable way out of poverty, with particular benefit to women, youth, vulnerable and crisis-affected groups. In addition to the direct link to poverty reduction targets of MDG1, the strategy also supports MDG linked to improved access to basic goods and services that directly improve the livelihoods of poor households.

7. The ILO's main means of action are both demand side and supply side interventions concentrated in several areas of work:

- Influencing investment policies through advocacy and promotion of appropriate policies and legislation to create an enabling environment for employment creation and poverty reduction;
- Building capacity and demand for local level planning processes that identify appropriate interventions based on the needs and participation of local communities;
- Promoting local resource-based technologies for infrastructure development and maintenance, to boost employment, income, skills and capacities;
- Advancing small-scale private sector development approaches and community level contracting through organisation and negotiation, and skills and management development, as well as contracting legislation and procedures to foster a decent work environment ;
- Supporting reconstruction and recovery in crisis-affected countries by enhancing employment to spur local economic development.

8. In terms of results, for the biennium the strategy should enable ten countries to increase their share of public and private investments going to employment-intensive investment programmes; 12 infrastructure and construction programmes to demonstrate technical and operational feasibility and the advantages of job creation with decent

working conditions; and 15 countries in crisis situations to use employment-intensive investment approaches.

3. Client

9. 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. The evaluation is also intended to provide a basis for improved leadership and decision-making by ILO management.

4. Purpose and scope

10. The purpose of the evaluation is to provide insight on the mandate, continued relevance, effectiveness and efficiency of this strategy, programme approach and interventions in strengthening and broadening the use of employment-intensive growth for poverty reduction. This will include consideration of whether the programme should be continued, discontinued or modified. The strategy evaluation will cover the period 2000-2005.

11. The scope of the evaluation will involve review of:

- a) The ILO's comparative strengths and strategic positioning in this niche as compared to other organizations, as well as choice and development of partnerships traditional ILO constituents and other government institutions related to infrastructure development and investments, construction industry councils, and construction unions, as well as with international donors and financing agencies (World Bank and regional development banks).
- b) The appropriateness of operational strategies, performance indicators and targets as set out in the Programme and Budgets, and recommend alternatives, if warranted.
- c) The evidence of the shorter and longer term direct and indirect outcomes on the national partners and institutions that the strategy aims to strengthen (ILO constituents, government institutions, local communities, construction industry councils, construction unions, donors and financing agencies).
- d) Governance and management practices that characterize the ILO's organizational approach in implementing the strategy. Special attention will be given to the coherence and internal collaboration with other ILO programmes, services, and field operations in regard to fostering synergy and mutual support;
- e) The involvement of tripartite constituents and their roles and complementarity to work.
- f) The ILO's contribution to international development goals and frameworks including millennium development goals and the national PRSPs will also be considered.
- g) Cross-cutting issues of gender, tripartism and social dialogue will also be taken into account in the evaluation.

5. Evaluation methodology

12. A desk-based review will analyze selected project and programme documentation, key performance criteria and indicators, to compare and assess the coherence and continuity of project work over time. Attention will be given to main means of action, implementation performance, target groups and their perceptions of major progress and significant achievements, as well as notable products and outputs in the main means of action. Application of good practices, including monitoring and evaluation, and use of lessons learned will also be considered.

13. A review of strategy, including partnerships and main means of action, with focus on evolution of the programme over time will be supported through a series of interviews and review of related documentation, including that of previous evaluations of the programme and its components. The interviews will explore the extent of positive changes in policies and operational practices that can be attributed to ILO advocacy and service efforts.

14. A series of country level case studies will provide means of documenting the usefulness of technical work within member States. Field missions will be selected according to where the ILO has worked over a longer period of time, and also where its work is considered innovative with need to know more about its effects. A minimum of two sub-regional field missions is planned (Southern Africa and Southeast Asia). Case studies will also consider integration of strategies and approaches within countries around the broader Decent Work Agenda, and will consider the roles and responsibilities of others within and outside the ILO in reinforcing this process.

15. Drawing from available project and country programme documents, reporting and evaluations, an analysis of how results are being planned, monitored and progress reported will be prepared and policies and operational practices reviewed.

6. Outputs

16. The following written outputs will be produced:

- A summary report of findings and recommendations, prepared by the evaluation unit, to be presented to the November 2006 Governing Body, including a written response from the Office.
- A more detailed evaluation report primarily intended for internal learning.
- Background documentation and analysis on which the findings, conclusions and recommendations are based.

7. Timeframe and management arrangements

17. The evaluation will be conducted by a senior external evaluator with support from the ILO evaluation unit. The ILO evaluation unit will be responsible for the overall management of the evaluation.

18. The proposed evaluation timeframe is from March to October 2006. A proposed time table is shown below.

Task	Time frame
Consultations on draft terms of reference	February 2006
Formation of evaluation team	March 2006
Desk review	March 2006
Finalization of terms of reference	April 2006
Staff and constituent interviews	April 2006
Case studies	April-May 2006
Draft findings report	June 2006
Final evaluation report	September 2006
Governing Body discussion	November 2006
Follow up plan of action	December 2006

19. At evaluation start up, a detailed set of questions will be drafted to address issues raised during desk reviews and an initial round of interviews.

Annex 3 List of funded programmes and projects for EIIS

Region/ Countries	Project title	US\$ Allocation
AFRICA		
Regional Africa	ASIST-Africa: Advisory Support, Information Services and Training Programme for Employment-intensive Infrastructure Development	398,000
	ASIST-Africa 2001-2003 : Advisory Support, Information Services and Training Programme for Employment-intensive Infrastructure Development	2,568,523
	ASIST-Africa: Advisory Support, Information Services and Training Programme for Employment-intensive Infrastructure Development	1,180,530
	ASIST-Africa: Advisory Support, Information Services and Training Programme for Employment-intensive Infrastructure Development	1,010,601
	Creating decent and productive employment opportunities through local resource-based investment policies and practices for infrastructure	293,407
	Employment creation in municipal service delivery in Eastern Africa – improving living conditions and providing jobs for the poor (umbrella INT/00/M28/UKM)	1,400,000
	SUBTOTAL	6,851,061
Mali	Mise en valeur des forêts du Cercle de Kita par les organisations paysannes	267,937
	Appui institutionnel et opérationnel de l'Agence de promotion de l'emploi des jeunes au Mali	1,150,000
	Mise en valeur de forêts du cercle de Kita par les organisations paysannes	1,540,380
	SUBTOTAL	2,958,317
Cameroon	Assistance technique à la mise en œuvre d'un projet pilote d'entretien des routes rurales par les techniques HIMO	280,000
	African Development Bank Project approved but not registered	1,200,000
Congo (D.R.)	Congo- Programme d'urgence de réhabilitation des infrastructures et d'amélioration des conditions de vie des populations (PURICV-2)	160,000
Rwanda	Formulation of the Procedures Manual of the Employment-intensive Local Development Programme: PDL-HIMO	32,841
	Etude de faisabilité sur la création d'un centre de formation en techniques HIMO et appui à la conception d'un cadre de suivi de rendement pour le PDL-HIMO	17,500
	SUBTOTAL	1,690,341
Ethiopia	Construction Supervision of Tigray Region Rural Road Periodic Maintenance Project	412,538
Madagascar	Projet Himo-Routes 2000-2003	4,448,068
	Réhabilitation d'écoles primaires (EPP et EPL) – ('Himo-Bâtiment')	3,015,221
	Programme de formation HIMO des opérateurs locaux	159,420
	Programme haute intensité de main-d'oeuvre (HIMO) Urbain	1,736,344
	HIMO-Bâtiments 2004/2005	2,020,000

Region/ Countries	Project title	US\$ Allocation
	HIMO-Infrastructure de proximité, Fort Dauphin	714,000
	HIMO-Bâtiments 2005/2007	4,609,710
	Construction des écoles primaires à Madagascar – projet MENRS/BIT	1,205,828
	Extension of the Labour-based Road Technology in Madagascar	2,470,988
	HIMO COMMUNAL 2006- 2008	2,400,000
Somalia	Promotion of Economic Recovery, Employment Creation and Support to Decentralisation in Somalia (2nd phase)	1,543,296
	Community-Based Cash for Work employment support of food security	878,769
	Urban Support Programme (HABITAT)	367,407
	Community Employment Programme in Mog. and Somalia (EU)	3,941,520
	Community Employment Programme in Mog. and Somalia (NORAD)	1,183,502
	Support to the Somali Employment, Enterprise and Livelihoods (EEL) Programme 2006-2008	1,094,003
	Somalia Employment, Enterprise and Livelihoods (EEL) Programme 2006-2008	5,263,158
	ASIST Support to Somalia Urban Development Programme	193,724
Kenya	Optimisation of employment creation through investments in the public sector	106,999
	SUBTOTAL	37,764,495
South Africa	Advisory and Training Support to the Northern Province Roads Agency for the Introduction of Labour-based methods in Road Rehabilitation Works using Private Contractors	2,146,601
	DFID Contribution to the implementation of the Expanded Public Works Programme in the Limpopo Province (umbrella SAF/04/03/UKM)	640,500
	Implementation of the Expanded Public Works Programme in the Limpopo Province, support to the National Department of Public Works (umbrella SAF/04/03/UKM)	643,885
	Implementation of the Expanded Public Works Programmes in the Limpopo Province, South Africa through the Limpopo Department of Public Works	2,531,718
	Implementation of the Expanded Public Works Programme in the Limpopo Province, South Africa through the National Department of Public Works	1,410,269
Botswana	Advisory and Monitoring Support to Roads Department	33,134
	Advisory and Monitoring Support to Roads Department Application of Labour-based Methods in Maintenance and Construction	34,637
Lesotho	Development of a guideline in appropriate engineering standards for low-volume and labour-based roads	268,676
Mozambique	Management Assistance to Labour-based, Tertiary Roads Programme	700,398

Region/ Countries	Project title	US\$ Allocation
Zambia	Support to Roads Department Training School, Labour-based Activities 2004-2005	596,425
	Technical support and advisory services to the small-scale community access sub-component of the roads sector programme support in 2006	56,000
	Technical Support and Advisory Services to the Small Scale Community Access	8,480
Zimbabwe	Research on the increased application of labour-based methods through appropriate engineering standards in Zimbabwe	166,115
	SUBTOTAL	9,236,838
Zimbabwe, Ghana, Uganda	Increased application of labour-based methods through appropriate engineering standards	1,150,000
	SUBTOTAL	1,150,000
	TOTAL AFRICA	59,651,052
ASIA		
Regional Asia	Contribution to Advisory Support, Information Services and Training for Labour-based Infrastructure in Asia and the Pacific: ASIST Asia-Pacific, Phase II	3,050,000
	Advisory Support, Information Services and Training for Sustainable Rural Infrastructure Services for Poverty Reduction	1,110,977
	SUBTOTAL	4,160,977
Cambodia	North-western Rural Development, Cambodia	1,169,686
	Provincial Rural Infrastructure Project Implementation (PRIP – WB)	583,002
	Mainstreaming labour-based road maintenance of the national roads network	675,430
Lao PDR	Technical Assistance to Smallholder Development Project	332,459
	SUBTOTAL	2,760,577
Afghanistan	Technical Advisory Services for the National Emergency Employment Program: The Joint Program Management Unit	1,725,339
Sri Lanka	Accelerated Implementation of the TAFREN National Post Tsunami rapid Income Recovery Programme System	354,270
	Income Recovery Technical Assistance	1,843,884
	Labour-based Equipment Supported Programme	600,000
	Employment Generation Road Project (EGRP – Flash Appeal funds), UNDP	750,000
	SUBTOTAL	5,273,493
Indonesia	ILO/Indonesia Cooperation Framework for Employment and Poverty Alleviation through Sustainable Rural Infrastructure – TA in respect of the labour-intensive pilot scheme component	154,327
	Creating jobs: Capacity building for local resource-based road works in selected districts in Aceh & Nias(WB MDTF) (Not yet operational in IRIS)	6,108,275

Region/ Countries	Project title	US\$ Allocation
Philippines	Agreement between the Government of the Philippines and the Asian Development Bank for the Infrastructure for Rural Productivity Enhancement Sector Project (INFRES)	200,000
	SUBTOTAL	6,462,602
	TOTAL ASIA	18,657,649
AMERICAS		
Guatemala	Employment creation in the reconstruction of damaged infrastructure	112,970
Honduras	Introducción e implementación de métodos de Mano de Obra Intensiva en el Proyecto de Infraestructura Rural (MOI-PIR WB)	219,503
Nicaragua	Promoción del empleo y de la generación de ingresos a través del uso de tecnologías de trabajo intensivas en mano de obra	1,104,361
	SUBTOTAL	1,436,834
	TOTAL AMERICAS	1,436,834
ALL		
	TOTAL all projects	79,745,535

Annex 4 Organisational collaborations⁴⁰

Organisation	ILO Strategy and Approach	Progress made
University Networks	<p>Develop, test and introduce modules of local level planning and local resource-based technology to influence university curricula in the planning and technical fields</p> <p>Increase awareness of young professionals on pro employment methods of work</p> <p>Involve the universities in programme research, development and implementation</p> <p>Establish reference collections to support teaching</p>	<p>University networks have been operational with some 10 – 12 countries involved in both Africa and Asia. Struggling with keeping them operational</p> <p>ILO developed modular course material to different levels of education on alternative planning and delivery of infrastructure and services</p> <p>Curricula in the two areas have been introduced and are operational in a number of universities and colleges</p> <p>Reference materials provided to many universities and colleges</p>
Research Network and IFG	<p>Technical level research programme to increase use of local resources and increase the application of employment-intensive approaches</p> <p>Support the establishment of a community of practice among researchers with a “south-south” agenda and promote financing of research for such local development (improving the use of life-cycle costing and local materials and solutions)</p>	<p>A regional technical research programme for Africa (8 countries and 5 donors participating) has investigated key concerns raised by practitioners resulting in one regional and a number of country reports/guidelines</p> <p>The IFG (International Focus Group) has been established with ILO involvement. Continuous hardship to resource the network and country level programmes</p>
Technology Transfer Centres (T ² Centres)	<p>Partner with T² Centres set up within government and academic institutions to facilitate technology transfer, information dissemination and wider application of research and technologies (concerns mainly transport sector, US Federal Highways Agency support)</p> <p>Increase transfer of technology and knowledge and ensure that local resource-based solutions are adequately addressed in the technology transfer programme</p>	<p>Training provided for national T² Centre managers on knowledge management primarily in the African Region</p> <p>Key knowledge resources on local resource-based technology in infrastructure development provided and integrated within different national T² Centres in Africa</p>

⁴⁰ Information prepared by EIIP.

Organisation	ILO Strategy and Approach	Progress made
Global Transport Knowledge Partnership	<p>Knowledge development and management to be made more accessible and cost efficient by improving use of technology and partnerships</p> <p>Improve internet-based information system and partner with key stakeholders and information holders to share knowledge development responsibilities and provide synergies between actors in a larger community of practice</p>	<p>An improved global database (ASISTDOC) made available on the internet for knowledge management (entries and search)</p> <p>Technical enquiry services operational</p> <p>Negotiations ongoing on the role of different agencies in a broader global transport knowledge partnership for improved/integrated technical enquiry services</p>
PIARC – the World Roads Association	<p>Influence the technical work of PIARC (the abbreviation for the World Roads Association) to cover developing country issues and employment-intensive approaches</p> <p>Participate in the development of their technical committees and organisation of international conferences to bring issues of local level participation and employment-intensive approaches on the agenda and assist in knowledge development and sharing</p>	<p>In collaboration with others brought the local level planning and labour-based approaches into their technical committee agenda</p> <p>Organising some of the PIARC technical committee meetings and hosting seminars</p> <p>Presented two papers on pro poor planning and entrepreneurship development at the World Road Congress held in Durban South Africa in 2004</p> <p>Responsible for the preparation of parts of the work for World Road Congress in 2007 with some 3,000 participants from all over the world. EII approaches will be discussed in two major events at the congress</p>
IFRTD – International Forum for Rural Transport and Development	<p>ILO seeks to continue its collaboration with the international NGO IFRTD which ILO set up through a technical cooperation programme in the 1990's</p> <p>Core issues include research and development in the areas of gender focussed mobility and collaboration on local level planning and development</p>	<p>ILO handed over the secretariat of the IFRTD and is now an institutional member of the Board providing guidance for its strategies and operations. IFRTD has an international secretariat and regional network coordinators as well as national focus groups (NFG) with members (institutional and individual) in a large number of countries</p> <p>Common work includes reviews, evaluations and publications/videos on the core issues</p> <p>Collaborate with NFGs in a number of countries (particularly in Asia) on technical issues such as development and promotion of guidelines on local infrastructure and access planning, labour-based maintenance and training</p>

Organisation	ILO Strategy and Approach	Progress made
UN-DESA – United Nations Department for Economic and Social Affairs	Partner with UN-DESA to seek coordinated political support from the United Nations system and member States for employment-intensive approaches and to provide complementary technical support	<p>Specific operational recommendations for employment-intensive approaches in key reports of the UN Secretary-General (including his Special Advisor for West Africa on youth employment)</p> <p>Advocacy on and financing for employment-intensive approaches in the framework of UN Secretariat technical advisory services to Ministries of Finance and UN country offices (e.g. Burkina Faso, Mauritania)</p> <p>Teamwork in the field of macro-economic analysis of employment and investment policies and institutional support mechanisms such as employment-investment policy units</p>
UNEP – United Nations Environmental Programme and UN-DESA	Collaborate with the UNEP- and UN-DESA-led follow-up on Sustainable Public Procurement under follow-up to Johannesburg Summit to provide expertise in the field of integration of social aspects in public procurement	Participation in expert meetings and working groups and collaboration established with partners and with ILO-ITC Turin to provide guidance and training in integrating labour standards in public procurement
Construction Action Programme ILO – CICA (Confederation of International Contractors' Associations) and IFBWW now BWI (Building and Wood Workers' International)	<p>Develop a strategy to include employment and other labour standards in construction programmes and projects where the social partners may influence guidelines</p> <p>Contribute to development of guidelines for the industry and the social partners improving operations, in particular occupational safety and health, and increase/improve employment in construction</p>	<p>Financed and collaborated with ILO SECTOR in organising the meeting with participants from 5 countries in Africa, Asia and the Americas. An action programme was worked out and follow-up activities are ongoing in these countries, largely under the management of SECTOR</p> <p>Studies have been conducted into aspects of labour standards and employment analysing the application and respect for standards and national law in construction contracting</p> <p>Occupational safety and health, other labour issues and informality have so far taken priority over employment creation</p>
UNOPS – United Nations Office for Project Services	<p>Make use of the efficient country level operational capacities of UNOPS for sub-contracting works, equipment purchases and office operations in countries where ILO do not have adequate operational capacities</p> <p>Influence their operations related to infrastructure development in countries where ILO is not present</p>	<p>Country operations have been partially sub-contracted to or agreed with UNOPS, apart from ILO staff and support, in some of the major technical cooperation operational programmes (e.g. Afghanistan, Somalia) funded by different donors and banks.</p> <p>Former ILO colleagues have been systematically employed by UNOPS for implementation of employment-intensive projects where ILO is not involved</p>

Organisation	ILO Strategy and Approach	Progress made
UN-HABITAT	<p>To promote urban and local-level job creation by influencing urban and decentralized investment policies for stronger impact on job creation and influencing the urban regulatory environment for better quality job creation, including for the urban informal economy</p> <p>The approach is based on the comparative advantage for partnering with HABITAT. Local and urban authorities are key HABITAT constituents and have a stake in employment creation and certain comparative advantages which could be better exploited in this field (local investment funds, regulatory framework regarding informal economy and brokering local-level alliances around employment creation)</p>	<p>Strong ILO input into the HABITAT II Conference (and its five-year review), including the ILO report on “The Future of Urban Employment”</p> <p>Joint Publication of “Shelter Provision and Employment Creation”</p> <p>Joint programme development in DR Congo, Lesotho, Tanzania (informal settlements project in Hanna Nassif), Togo (urban development project) and Somalia</p> <p>Indirectly linked to HABITAT collaboration, stronger collaboration with mayors and city authorities on employment creation and decent work</p>
WFP – World Food Programme	<p>Move from ILO participation in a large number of national WFP review/appraisal missions to embed ILO employment-intensive approaches and technical guidelines in WFP documentation, and ILO participation only in peer review of overall programme</p> <p>Improve linkages between infrastructure development activities and beneficiaries to ensure that concept of self-help is justified and improve cash components in projects which do constitute more of an employment relationship</p>	<p>Food for Assets – A Guide on Food as an incentive to support vulnerable households and communities in securing and improving their assets have been published as a joint publication and the work has been fully integrated into WFP Operational Guidelines</p> <p>The important linkage between beneficiaries of assets and people providing inputs to the development projects is central in the guidelines and WFP project portfolio includes less “public” and more “community” infrastructure</p>
IFAD – International Fund for Agriculture Development	<p>At the request of IFAD, ILO would under a framework agreement prepare Learning Notes capturing ongoing ILO knowledge experiences and provide design quality assurance (in new investment operations) as well as implementation support (ongoing projects)</p>	<p>Following a stalemate on the possible contracting modalities between IFAD and ILO, it has not been possible to deliver these services by the ILO directly. As services are very much demanded by IFAD, the solution up to now is that a former ILO employment-intensive investment colleague is providing this under a personal contract with IFAD</p>

Organisation	ILO Strategy and Approach	Progress made
UNICEF	Provide guidance to the initiative “Education for All” on low-cost solutions for school construction including water supply and sanitation infrastructure	Technology using a local resource-based approach to school construction proven at national level economically/financially, technically (local materials and small entrepreneurs), socially (community organisation and enterprise creation, employment generation). Complementarities of ILO and UNICEF knowledge and capacities combining school facilities (hardware) and quality of education (software)
AFRICATIP – AGETIPE (Agence de Travaux d’Intérêt Publique pour l’Emploi)	AFRICATIP is a network of eighteen para-statal or private agencies (initiated by the World Bank and financed by different donors) for works of public interest covering fifteen African countries each having their own AGETIPE responsible for implementation of major donor and government funded investment programmes ILO collaboration aims to introduce employment and decent work in their project design, appraisal, implementation and monitoring procedures. Furthermore to build capacity with key private sector actors for the effective implementation of the programmes	Joint formulation of training materials and programmes (ACTIF) for use and local adaptation in AGETIPE agencies Joint funding and realisation of employment-impact assessment of AGETIPE Senegal in cooperation with the World Bank Agreements reached in two successive AFRICATIP General Assemblies to generalise employment impact assessments and to participate in broader networks of labour-based practitioners Future perspectives include: (i) introduction of employment criteria into the Procedures Manuel for AFRICATIP agencies governing World Bank funded projects; (ii) implementation of employment assessment and monitoring into a World Bank-funded project for municipal infrastructure for secondary towns in Senegal and (iii) effective implementation of a sub-regional labour-based training initiative
Development Bank of Southern Africa (DBSA)	Engage with the DBSA to influence the banks policy in support of employment creation efforts on investments made on infrastructure works	ILO and DBSA jointly reviewed the Government of South Africa’s procurement tool that promotes employment creation, encouraging the participation of emerging entrepreneurs and provides preferences to disadvantaged social groups,
African Development Bank (AfDB)	Participate in programme strategy development for inclusion of employment-intensive investment approaches in lending portfolio and in the trust funds under AfDB management	Country level agreements signed and being delivered for support to project design and implementation in a couple of countries See further ongoing activities below

Organisation	ILO Strategy and Approach	Progress made
<p>AU, NEPAD, AfDB, UN-ECA and the RECs</p>	<p>Under the partnership between AU (African Union) and NEPAD (New Partnership for Africa's Development), AfDB (African Development Bank), UN-ECA (UN Economic Commission for Africa), the RECs (Regional Economic Communities) and other key stakeholders regarding the promotion of employment generation strategies in Africa, provide targeted background material and innovative proposals for an integration of employment-intensive approaches to infrastructure development</p>	<p>Discussions initiated with NEPAD on making employment a key principle for African development. MoU to formalize collaborations at sectoral level prepared and agreed upon</p> <p>Discussions with AU's Commission for Rural Economy and Agriculture resulted in the development of a concept note for a programme to promote employment and productivity in rural development areas</p>
<p>Asian Development Bank (ADB)</p>	<p>Engage with ADB at the policy level to influence their investments in rural infrastructure towards a greater use of local resources to increase impact on employment and poverty reduction</p> <p>Establish good relation with the poverty units in ADB and introduce EIIP principles during various meetings with project development staff</p> <p>EIIP to actively participate in the development of an MoU between ADB and ILO with an aim of a closer and more structured collaboration between the two agencies</p>	<p>Invited by ADB to review infrastructure components in poverty reduction projects funded under the Japanese and DFID Trust Fund for Poverty Reduction</p> <p>Participated in several project formulation missions to integrate EIIP components in infrastructure loans</p> <p>Implemented components of infrastructure loans in a number of countries and a number of institutional development projects funded with TA grants</p> <p>Meetings held with ADB on the possible development of an MoU</p>
<p>World Bank</p>	<p>Engage and collaborate on the development of guidelines and capacity building material to include employment-intensive investment approaches for increased decent employment in infrastructure development</p> <p>Participate in project preparation and appraisal missions to integrate EIIP principles in loan projects to increase impact on employment creation and poverty reduction</p> <p>Monitor quality of projects with EIIP components</p> <p>Collaborate with World Bank to promote the products developed by EIIP globally through their technical and research units</p>	<p>Collaborated on a review of procurement to integrate labour standards and employment. Elaborated the same in Fiduciary Management of Community Driven Development project capacity building material and undertook with ITC Turin initial training of WB staff</p> <p>Participated in several project preparation and appraisal missions. Labour-based components included in a few large investment programmes</p> <p>Continued interest in World Bank to engage ILO during project formulation and implementation</p> <p>EIIP publications well received by World Bank staff</p>

Organisation	ILO Strategy and Approach	Progress made
Global Reports	Lobby for and make contributions to the development of any upcoming global reports where advocating employment-intensive investment approaches would be beneficial to the target groups of the reports	ILO participated in the OECD POVNET providing inputs to the development of the DAC Reference Document “Promoting Pro-Poor Growth in Infrastructure”. ILO recommendations including employment generation, private sector development, equitable investments in infrastructure, etc. are included in the report Commission for Africa – Introduction of text and recommendations regarding employment, infrastructure development and youth employment
CRISIS	Support partnerships developed by ILO under the CRISIS programme linking employment-intensive investments in infrastructure to local economic recovery processes and local development efforts following crisis situations Approach aims at increasing participation and direct employment creation and economic opportunities during the infrastructure development, better matching of rapid capacity building efforts with long-term employability of beneficiaries, and increasing indirect effects of more appropriate infrastructure development for efficient local economic development	Collaboration between ILO/EIIP, ILO/CRISIS and different organisations including: FAO on “Employment and livelihood” in Early Recovery Cluster of UN WB CDD (Community Driven Development) on Local Economic Recovery UNHCR on “Employment creation and economic development” for internally displaced people (IDP) and refugees

Annex 5 Findings from country visits

South Africa country case study

1. Background Information

The starting point in ILO's South Africa programme is the Rural Roads Labour-intensive Maintenance Programme (or "Gundo Lashu") project started in 2001 and implemented through the Limpopo Province Roads Agency, which was funded through DFID South Africa office and with technical assistance from ILO. However, in one form or another ILO has been in Gundo Lashu since 1995. The Project had similar aims to that of HIMO in Madagascar, the rehabilitation and maintenance of dirt roads using employment-intensive techniques and executed using community workers with a small emerging cadre of contractors.

The objectives of the Gundo Lasho project are to:

- maintain the road network using labour-intensive methods;
- train/develop local contractors (SMEs);
- use labour-intensive methods of routine road maintenance;
- strengthen the capacity of industry to create employment and maintain the roads networks, and to
- train labour on labour-intensive method of construction and maintenance.

Through the Gundo Lashu project (as a successful demonstration) and other initiatives has grown the Government of South Africa's Expanded Public Works Programme (EPWP), launched in 2004. This has a financial allocation of 15b rand for the period 2004-2009. The EPWP is all about technology choice is well as providing essential services and infrastructure to disadvantaged communities, developing skills of the unemployed and creating employment at the community level. ILO provides technical support to the EPWP in the form of a national coordinator in the areas of capacity building, research and supporting collaboration between stakeholders. The Government has decreed that all public sector funded projects have to be labour-based. At both project and national level a lot of the focus of the ILO teams is on training of consultants, managers and contractors.

The Government of South Africa has a strong political commitment to righting historical social imbalances by bringing employment and resources to the rural disadvantaged, especially youth.

2. Resources

Total project budget from March 2001 to June 2005 was US\$ 2.14m, with support from 2001 to 2004 by DFID funds amounting to £1.6m. Support of personnel now continues through Government finding.

ILO's role in Gundo Lashu is in quality control and in three areas:

- to give support to coordination, through a Coordination Unit lead by an ILO expert with four experts in the each sector (environment, economic, social and infrastructure);

- awareness creation, review of design, development of management tools, contract implementation, codes of good practice, and
- to transfer skills, provide the labour-based knowledge.

3. Performance of activities and results at national level

ILO documentation describes the following achievements of the Gundo Lashu project:

Employment: 850,000 work days over the length of the project so far of which 55% were provided to women, and 35% to youth.

Training: 24 emerging contractors business entrepreneurs (half women) equipped with necessary skills and 24 supervisors to manage execution of work (again half were women); workers (number unknown) provided with skills to participate in local economic development; government staff trained on planning, implementation and management of works. The Giyani College of Education has been renovated to provide sufficient facilities for training programmes.

Infrastructure Rehabilitation: Roads (length unknown) upgraded to acceptable all weather standards;

Institutional Development: Unit established within local government to plan, execute and manage works using EII approaches.

Contractual Developments: ILO (with the support of the Development bank of South Africa – DBSA) has assessed the targeted procurement system, which is a means addressing national government development objectives in the course of service delivery, and examining its legislation, effectiveness and impact. It is regarded as an effective tool for procurement policies and in opening up opportunities to emerging enterprises.

Government staff report that ILO’s role has been very important providing the required skills and documentation and moving along the paradigm shift that the EII approach requires. The establishment of a training school in the province has been an important factor. The DFID output-to purpose review of May 2003 noted that

“The experience of the ILO team in the use of labour-based methods for road rehabilitation and maintenance has been an important factor in the successful implementation of the programme so far. The ILO/ASIST office in Harare has provided technical backstopping. Their knowledge and experience of the labour-intensive works in many sub-Saharan countries as well as of the South African environment and its various previous special public works initiatives has enabled them to play an effective guiding role. The ILO Area Office in Pretoria has provided the necessary administrative support for carrying out procurement and other issues according to the ILO rules and procedures.”
(page 3)

and

“A good working relationship appears to exist between the ILO advisers and the NPRA staff. In the early stages of implementation the ILO team has played an important role in execution of the programme. The challenge now, and the ultimate measure of success of the ILO advisory team, will be the extent to

which they are able to build the capacity in NPRA to implement the project without the need for full-time advisers.” (page 3)

4. Partnerships at national and international level

In Gundu Lasho the principal government agency is the Roads Agency Limpopo (RAL). There is clearly an excellent relationship between the agency and the ILO team.

The partner at the local level is the municipality which is usually highly autonomous and innovative. Each municipality has a planning manager and there is a consultative process.

The unions were widely consulted in the inception phase particularly to ensure that there was no exploitation of labour but they do not now play an active role in the current project. In large part the role of the unions has been taken over by civil society organisations and municipality organising committees, which monitor the operation and protect and support workers. The representation of the employers in the EPWP has been stronger with its backing of business trusts run by government and business.

The Development Bank of South Africa (DBSA) worked with ILO to produce the report on the assessment of the Targeted Procurement system and this has led to the DBSA being further involved with the EPWP and using ILO tools and techniques. The DBSA finds that the challenge is in getting the regulations over the public works labour accepted by the private sector. The DBSA has undertaken to train engineers in municipalities. The government assesses large training levies although these have yet to be taken up in the required amounts.

At the international level, ILO is closely involved in the UNDAF process, and, of the five outcomes, labour-intensive activities and the EPWP is central to the economic outcome. In general specialised agencies struggle to be part of the UNDAF but in South Africa, ILO has an important role. Donors in South Africa are trying to align themselves with national priorities but their influence is limited in terms of resources as development assistance is only 1% of GDP. The Government has a strong vision for development, based on the Accelerated Shared Growth Initiative. This is a framework for industrial policy, economic growth and infrastructure development.

5 The broader picture

All the tools are available; what is needed is coordination and encouragement. A strong move towards mainstreaming as showed by the high level political support for labour-intensive public works, although several areas could still be converted to the approach. ILO is seen as an important partner, lending its prestige to the national efforts.

Madagascar country case study

1. Background Information

ILO's involvement in EII (or HIMO – Haute Intensite de Main d'oeuvre) started in 1990 with a programme of rehabilitation reconstruction programmes in response to cyclones, so like another case study country – Cambodia – it has built on post disaster rehabilitation to a programme for “normal” times. Initial technical support was provided from 1990 to 1999

(during the periods of structural adjustment) by an international expert (complemented by specialists) attached to the Ministry of Public Works.

The project documentation sets out three phases to the work: 1990-2005 (roads and access), 2001-2007 (school buildings) and 2002-2008 (local development).

The basic programme of work then remains similar to that of today, which is:

- 1) training and capacity building for small and medium-sized labour-based contractors in the building sector, and
- 2) the promotion of contracting systems and procedures that ensure the contractors have better access to public markets and that workers benefit from better working conditions.

The focus is on rural access roads and public buildings (schools and health centres) and some irrigation and land development schemes. The support of the Norwegian government has been very important as it has provided long term assistance with the road component funding guaranteed until 2008. The Government of Norway expects to continue assistance until 2015 but in the areas of governance and education for all.

A training centre in Antsirabe (Centre de Formation – HIMO) is another key component (and major achievement), set up in the phase of 2000- 2006 which addressed the training needs of small, and medium sized enterprises, consulting firms and communal management and technical staff (for numbers of personnel and organisations trained, see below). Since 2005 the Training Centre has been fully self supporting financially.

In Madagascar, rural unemployment is seen as an important welfare and political problem, especially with regard to youth.

In common with other countries piloting the EIIP approach, research studies have shown the benefits of the approach: unit costs are a median of 50% lower than those of equipment-intensive approach, generating 2-5 times more employment and also generating about 30% savings on foreign exchange requirements compared to conventional techniques.

2. Resources

As noted above there are three phases to the work: 1990-2005 (roads and access), 2001-2007 School buildings and 2002-2008 Local development, and the budget to cover these phases was/is: US\$ 11.4m, US\$ 9.6m and US\$ 4.3m respectively, for an overall total of US\$ 25.4m. The early years of the programme were funded by UNDP, UNCDF and the EU, but UNDP support for the technical assistance team came to an end in 1999. NORAD/EU/GTZ/ World Bank funding started in 1995. The HIMO activities benefit from a World Bank funded social fund, established in 1993/94. The fund includes provision for an Investment Fund for Development.

The current staffing level is one CTA in charge of a Technical Support Unit (funded by Norway) of five national experts and national and international consultants.

3. Performance of activities and results at national level

Outputs have been assessed by ILO and fall into the three categories of:

- 1) Direct employment creation: 2.71m work days;
- 2) Training: SMEs (810), consultant companies (240) community associations (185), Parents Associations (250) and middle management staff (210), in all over 4,000 people.
- 3) Physical Infrastructure:
 - 580 km roads rehabilitation and 457 km roads of routine maintenance
 - 650 classrooms, 260 schools and 14 Resource centres
 - 110 km irrigation canals and drainage rehabilitation and 2km dams rehabilitation.
 - 9 land improvement areas
 - 33 wells and 22 public toilets.

Field visit observations emphasised the importance of school building rehabilitation, this proved an easier enterprise to initiate and maintain, compared to road building and is seen as an important need by communes.

At various times the HIMO programme has aligned with national processes being a response to the “Social Dimension of Adjustment” in the 1980s, as part of the PRS-generated MAP (Madagascar Action Plan) at the current time. However, more advocacy work needs to be done to ensure that employment concerns are more centrally focused in the MAP. HIMO also appears to line up well with UNDAF issues, although this could not be ascertained from the relevant documentation ILO is a member of UNDAF’s thematic Group no 1 on Governance and Economic Growth, should be argued that HIMO programme is of direct relevance to this.).

4. Partnerships at national/international level

ILO-HIMO’s partners are:

The Ministry of Decentralisation and Spatial Development, part of the political process to give support to the communes (although more resources need to be forthcoming). ILO has developed contracting systems that enable the work to be located with commune managers (if the policy is to be mainstreamed and the majority of communes are those receiving support from the social funds;

In the Ministry of Education, technical support for the building and maintenance of schools within the framework of the Education Sector Policy, continuing with support from Norway until the end of 2008. The education sector is well supported by donors through a SWAPs facility.

Ministries of Public Works and Transport (where there is a HIMO Unit but funds are small) and of Economy, Finance and Budget, but the Ministry of Labour is not a major partners as it is seen as too lowly in the governmental hierarchy, and at the local level, communes have been given contracting authority for contracting with the private sector and community-based organisations. ILO-HIMO contracting documentation and technical expertise has been important here in the procedures and with the large training programme required.

Collaboration with the World Bank's social funds, created in 1991 has been a major feature of the HIMO programme. The fund (FID – Fonds d'Intervention pour le Développement) incorporates the criteria of the ILO approach, including employment criteria for project selection and resource allocation (FID disbursed US\$ 15m last year). HIMO and the FID have worked together particularly with regard to training and capacity building of FID's key operators: SMEs and consulting engineering firms. There has been a similar partnership, although more recent with the AGETIPA (Agence d'Exécution des Travaux d'Intérêt Publique à Antananarivo) which carries out urban works in the capital.

There is also a good partnership with UNICEF, especially in the area of building classrooms within the education sector programme and its budget support funding. ILO pays attention to quality assurance (as befits a specialised agency) while UNICEF (as an ExComm agency) focuses on development and building up facilities.

Within the ILO structure, HIMO has partnership with IPEC as a support to school building, which is a natural alliance, as well as two actions with ILO/AIDS: training days and the integration of HIV/AIDS messages within communes.

The one NGO that could possibly be thought of as a “competitor” to ILO as a road builder using employment intrusive techniques is CARE International, which does operate in Madagascar, in the northern part of the island.

Unions and business are weak entities in Madagascar, the former seeing the temporary employment aspects of HIMO as a drawback. However, HIMO approaches do force all parties to respect conditions of work. The National Tripartite Council, which meets irregularly, is a forum that could more effectively promote HIMO projects and advocate mainstreaming to a more substantial degree.

5. The broader picture

Mainstreaming has not been significantly achieved despite such a long period of engagement with the country and a sympathetic atmosphere for HIMO, the presence of social funds, and many good signs on the political front. There is a need to more directly link investment and employment policy. What matters is that all contracting and investment decisions are examined for their employment generating aspects, not just the “HIMO-only” projects.

Cambodia country case study

1. Background information

The ILO's national strategy for employment-intensive investment in Cambodia is anchored within the ILO's broader global strategy to address effective provision of access to basic services that link to rural infrastructure development. These align with the core enabling capacities that help to reduce poverty in rural areas by facilitating economic activity and empowering rural populations to engage in local economic activity.

The strategy also links to the Cambodian National Poverty Reduction Strategy (NPRS), most directly by supporting national efforts to improve income earning opportunities through road and transport development, as well as integrated planning tools for infrastructure development in water supply, schools, health centres, and other rural

physical infrastructure. Poor access to roads and transport is considered a major obstacle to growth and poverty reduction in rural areas. It is credited with inhibiting agricultural extension, development of markets, tourism, to name of few. Within the ILO's DWCP for the Kingdom of Cambodia, addressing access issues linked to rural infrastructure is a priority area for longer term cooperation.

2. Resources

According to government interviews, infrastructure investments constitute approximately 60% of the government financial resources earmarked for rural development. Of this, over half is directed towards improving rural transport. The services ILO offers, therefore have potential to add value in terms of capacity and performance to approximately 30-35% of rural development government funding. The Kingdom of Cambodia's infrastructure development strategy is financially supported through IFI loans.

A list of recent and current projects is provided below:

Northwestern Rural Development, Cambodia	1,169,686
Provincial Rural Infrastructure Project Implementation (PRIP-WB)	583,002
Mainstreaming labour-based road maintenance of the national roads network	675,430

3. Performance of activities and results at national level

From 1992 to 2001 the ILO implemented an employment generation programme, initially funded by UNDP then SIDA, with inputs from the Dutch. Poverty, food security, and unemployment were the major problems in rural areas for it to address, with the main objectives of the project being to provide immediate employment, rehabilitate key infrastructure and support the government in establishing a maintenance strategy of roads and irrigation systems.

ILO's early road work was concentrated in four provinces, primarily to respond to repatriation into these areas after the end of conflict. According to post-project documentation and interviews, the ILO was highly successful in this work. The ILO is credited with having solidified support for labour-based approaches (now integrated in national policies, regulations and contractual specs and bidding processes) and developed capacities to apply these practices in cost-effective ways. Training of small-scale contractors in techniques also opened capacities for supplying such work. Finally, the ILO supported complementary activities for skills development (training) and micro-finance.

From 2001 to 2003, the ILO aimed its support at capacity development and advice, and influencing investment policies and practices. Project-level capacity building work included developing curriculum for a national training institute for road engineering, student projects and field experience, skill transfer to Ministry of Rural Development (MRD) for planning and managing rural road programmes, testing of alternative rural road surfacing using labour-based appropriate technologies, training of small contractors in labour-based methods.

As early as 1999, the ILO had introduced and began supporting application of investment planning methodologies, primarily through adapting the Integrated Rural Accessibility Planning tool. Though centrally administered, its use is concentrated at the provincial level within the Departments of Rural Development, which applies the results of the participatory surveys that indicate priorities for investment in five sectors. These results are in theory inputted into public investment plans at district and provincial level (four provinces).

The ILO's infrastructure investment support responds to two major national capacity needs:

- 1) establishing mainstreamed methodologies and processes for analyzing and planning rural infrastructure investments, and
- 2) developing sustainable local capacities for rehabilitating and maintaining rural infrastructure using labour-based techniques. The ILO's focus in both has concentrated on access issues linked to provision of rural roads.

The projects completed during the evaluation period are credited with the following specific achievements.

There is a cadre of professionals inside and outside the Ministry actively supporting labour-based technologies in road construction;

Local contractors, many of which are no longer small, bid for road projects based on labour-based techniques, as required.

The government policies and regulation for labour-based infrastructure development stipulate the labour standards for workers under contract, including working conditions and remuneration. To date, these guidelines are enforced through the contractual process, and are reinforced through IFI stipulations aimed at ensuring adherence to rights and dignity of contracted workers.

IRAP reports are used at district level for aid mobilization and have helped to direct external resources to water, education, health and small roads investments.

The ILO technical manuals, studies, and other publications and tools, are extensive and constitute a substantial portion of the total English and Khmer language information in this technical area.

4. Partnerships at national/international level

The Kingdom of Cambodia currently supports 24 separate government ministries. The ILO works with at least six of these, and EIIS currently partners with two and regularly collaborates with an additional two.

In addition, the ILO's involvement has also been regularly and directly supported by the ADB and WB, who have negotiated support packages to complement their major infrastructure loan packages to the Kingdom of Cambodia. In addition, funding to the ILO for this work has continued through various donors over the past 15 years.

IRAP in Cambodia is supported through a national team that is currently situated in the Ministry of Rural Development and its provincial offices, and a road maintenance, which

started in 2006, is supported through a project team now forming under the auspices of Ministry of Public Works, with responsibilities shared with MRD.

5. The broader picture

Despite the major accomplishments through project work, maintenance of rural roads (and irrigation systems) has failed to materialize, primarily due to a breakdown in financing.

While still in operation, the Institute of Technology Cambodia has not maintained the scale and quality of coursework on rural labour-based road construction for its engineering students, though reasonable capacity remains.

There is need to continue building private sector capacity small-scale contracting and labour-based appropriate technologies. Previously trained small contractors have grown and invested in capital equipment. The numbers have also reduced to under a dozen being used. Reports of substituted machine use are widespread.

There is no transparent and consolidated monitoring and reporting on adherence to labour-based methods during road construction/implementation. The current contractual guidelines call for financial penalties if machines are substituted for labour, however, oversight of implementation is weak and pressure to meet deadlines often means that faster methods are applied.

The IRAP tool's popularity with the government and infrastructure donors has resulted in similar initiatives being launched by UNDP and UNOPS to replicate and adapt its methodology, and to integrate GIS for infrastructure and local development mapping – a technical feature that supports impressive visual mapping of current and planned infrastructure.

Philippines country case study

1. Background information

The ILO has been working in the Philippines on EII since the early 1970s. Early years focused on piloting projects and assessing methods for expansion. In later years the ILO managed full-scale demonstration projects. In the late 1990's focus was given to advisory, training and targeted support services to the country.

Beginning in the late 1980s, roll out of IRAP began in three provinces, with subsequent projects scaling operations and building national capacities. By 2004, ILO support to IRAP was phased out. The IRAP initiative coincided with a major decentralization to Local Government Units. With resources controlled at local levels, there was strong need for transparent and participatory means of planning infrastructure investment.

Working to support the national Infrastructure Committee, created in 1999, the ILO, through ASIST-AP, has managed the three-phased Infrastructure for Rural Productivity Enhancement Sector Project, which aims to reduce poverty in rural areas by raising productivity and profitability, primarily in the agricultural sector. Work has focused on improving access infrastructures, communal irrigation and potable water supply. The project delivered technical support at LGU level to meet conditionalities linked to the US\$ 150m ADB-funded infrastructure project, where LGUs needed to demonstrate needs and demand based planning, relying on participatory processes. The ILO has provided

assistance on application of the IRAP procedure for prioritizing and rural access improvements.

2. Resources

A list of recent and current ILO projects in the Philippines provided below:

- ADB-funded INFRES phase III: 2002-2006 (US\$ 200,000)
- Inputs from ASIST regional project, financed by DFID and SIDA.

Since creation of ASIST-AP, additional support has been channelled through this capacity, with some of this technical expertise being channelled to the ADB.

3. Performance of activities and results at national level

The latest national policy on labour-based projects is integrated into the country's recent medium term development plan (1998-2004), which sets it through an executive order calling for policies and institutional frameworks to implement the labour-based infrastructure programme. According to government interviews, national capacities and expertise now exist for applying labour-based technologies, and institutionally supporting their application, and much credit is given to the ILO for this. However, that these government persons are no longer responsible for use of labour-based technologies, because of devolution of responsibility to local government, has left ambiguity as to where these capacities can/should be channelled.

For IRAP although capacity building activities eventually expanded to nearly all provinces, the initiative had limited means of being mainstreamed at the national level through a policy directive. This was in part because decisions regarding application and mainstreaming of IRAP into planning policies were being made at the provincial levels. LGU acceptance and use of IRAP is uneven, and at present there is no systematic tracking of local practices.

Recognizing this, the ILO now focuses on alignment of planning cycles with local political cycles to provide incentives for local leaders to take better advantage of the IRAP planning tool and to predict demand for technical know-how.

4. Partnerships at national/international level

The ILO has worked with the Department of Interior and Local Government, Department of Public Works and Highways, and Department of Agriculture.

In addition, a range of donors have financed its operations, including ADB, DFID, SIDA,

5. The broader picture

Mainstreaming of capacity has been achieved, however, political and socio-economic obstacles limit the potential for widespread use of labour-based methods by contractors as many of these are influential persons with substantial investments in capital.

Annex 6 Expanded notes

The first modality is the move towards greater coherence in the UN country programmes by developing common programmes using unified premises and services under the overall authority of a UN Resident Coordinator (UNRC). The UN has a common strategic framework for the operational activities of the system at the country level, and this is called the UN Development Assistance Framework (UNDAF). The UNDAF aims to provide a collective, coherent and integrated UN system response to national priorities and needs, including the Poverty Reduction Strategies (PRS) and equivalent national strategies. It is intended that the programming work of the UN would feed into similar national priority setting processes.

The second element in aid architecture is the Poverty Reduction Strategies (PRS), in operation since 1999, and like the UNDAF the current evolution is of greatest interest to the operations of ILO. PRS are prepared by governments through a participatory process involving domestic stakeholders and external development partners, in particular the IMF and World Bank. The PRS describes the macro economic, structural and social policies and programmes that will be pursued over several years to promote broad based growth and reduce poverty, as well as external financing needs and the associated sources of funding. It aims to provide the crucial link between national public actions, donor support and the development outcomes needed to meet the UN's Millennium Development Goals (MDG).

Regarding the ILO and PRSPs, many observers find it hard to understand that in the beginning, employment was not regarded as a top priority element. There was a perception that the Ministries of Labour and social partners had little contribution to make to poverty reduction. Active intervention by ILO has tried to convince authorities of the close links between poverty reduction and ILO's decent work agenda, especially with regard to employment promotion, social protection for all and labour rights.

The Poverty Reduction and Growth Facility (PRGF) was established by the IMF to support programmes that are underpinned by the PRS: to make the objectives of poverty reduction and growth more central to lending operations in the poorest member countries. As the targets and policy conditions in a PRGF-supported programme are drawn from the country's PRS, and because first generation PRS did not take employment issues into account, these could not be fully integrated into these PRS.

The third aspect to note is that of social funds: multi-sectoral programmes that provide financing and grants for small scale public investments targeted at the needs of poor and vulnerable communities, and at contributing to social capital and development at the local level. First generation social funds were created to serve as short term safety nets to soften the impact of structural adjustment on the poor (achieved by temporary employment), and have been used in more than 60 countries ranging from post-emergency reconstruction to empowerment of local communities. Second generational social funds have adopted more explicit institutional and sustainable strategies aimed at empowerment and capacity building.

The fourth element is the Sector Wide Approach (SWAPs) and its form of its donor support: budget support. This a process whereby donors give significant funding to a

government's comprehensive sector policy or expenditure programme (e.g. health or education), consistent with a sound macro-economic framework. Budget support is a form of financial aid in which funds are provided

- 1) in support of a government typically focussing on growth, poverty reduction, fiscal adjustment and strengthening institutions, especially budgetary processes; and
- 2) directly to a partner government's central exchequer, to spend using its own financial management, procurement and accountability systems⁴¹.

SWAPs could be used in EIP countries especially for school building and maintenance activities.

Decent work is the converging focus of ILO's four strategic objectives of rights at work, employment, social protection and human dialogue: an organising concept for a framework to provide action in economic and social development. This framework is embodied in the DWCPs, now ILO's chief approach for the delivery of a coherent and integrated programme of activities in member States.

⁴¹ DFID: *Poverty Reduction Budget Support*, DFID policy paper, London, May 2004.

Annex 7 Evaluation questions organised by TOR item

TOR item a): Comparative strengths and strategic positioning

ILO's comparative strengths and strategic positioning in this niche compared to other organisations, as well as choice and development of partnerships, traditional ILO constituents and other government institutions related to infrastructure development and investments, construction industry councils, and construction unions, as well as international donors and financing agencies (World Bank and regional development banks).

Performance-related questions

Does the programme reinforce and complement other global initiatives and priorities.
How does the programme line up with national objectives?
Is ILO recognised as being a centre of global expertise on EII?
How effectively have issues been integrated into policies and programme of constituents?
Has implementation with partners uncovered any special problems or pluses?
What is ILO's institutional structure for approaching and working with donors and IFIs? Could it be improved?

TOR Item b): Appropriateness of strategies, performance indicators and targets

Appropriateness of operational strategies, performance indicators and targets as set out in the Programme and Budget, and recommend alternatives if warranted.

Performance-related questions

How well does EIIP define the need its responds to?
How does the distribution of resources match up with needs and national and ILO priorities?
How well does EIIP respond to mainstreaming its priorities within other ILO programmes?
Are resources adequate and flows reliable?
Is the balance between macro-meso-micro the correct one?
Is the national target population well understood and defined? Have current policies and research been reviewed?
Are social partners actively involved in the design, planning, monitoring and implementation of the programme?
Has EIIP being integrated into ILO's promotion of Decent work strategy?
What is the quality of monitoring frameworks?
Does the P&B given its financial and performance reporting to GB provide satisfactory oversight and accountability for the EIIS?
Does the EIIS correspond to ILO's mandate?
Does the process of monitoring and reporting inform governance decisions?
Do the governance arrangements provide for quality tripartite dialogue on the programme priorities?
Do the governance arrangements foster effective integration of EIIP in implementing other ILO strategic areas?
Are the targets and indicators useful and appropriate to what EIIP tries to?

TOR item c): Outcomes and impact on national partners

Evidence of shorter and longer term direct and indirect outcomes on the national partners and institutions that the strategy aims to strengthen (ILO constituents, government

institutions, local communities, construction industry councils, construction unions, donors and financing agencies).

Performance-related questions
<p>What evidence is there of benefits to the listed groups (one by one)? Can these be separated into outputs and outcomes (what is the nature of the LF-design process for EIIP projects, so we can assess these?).</p> <p>Have these benefits been sustainable?</p> <p>What interactions/synergies have there been between the listed groups? Has any strengthening of the groups resulted in an expansion of EIIP techniques, philosophy and institutions?</p> <p>Has it been necessary to setup/modify institutions to accommodate with the new aspects of programming that EIIP encourages?</p> <p>What evidence is there of impact after ILO has withdrawn from the location?</p> <p>What have been the constraints to expression of the outcomes?</p>

TOR item d): Governance and management practices

Governance and management practices that characterise the ILO’s organisational approach in implementing the strategy. Special attention will be given to the internal coherence and internal collaboration with other ILO programmes, services, and field operations with regard to fostering synergy and mutual support.

Performance-related questions
<p>Does the programme carry out appropriate monitoring?</p> <p>Is the programme logic in terms of field support properly configured and coherent?</p> <p>Are outputs and outcome being achieved according to the log frame?</p> <p>How is fund raising managed: what incentives, who does it benefit? What problems issues involving the different types of funds, conditional vs. unconditional?</p> <p>Are performance reports accurate?</p> <p>How does the EIIP sit within the Decent work country agenda?</p> <p>Are there synergies with other ILO programmes, if not how can this be encouraged? Is the incentive system properly aligned ?</p> <p>Is the balance of centralised and decentralised organisational, backstopping and other support systems efficient? What are the constraints to improvement?</p> <p>Is there a lessons learning system?</p>

TOR item e): Involvement of tripartite constituents

The involvement of tripartite constituents and their roles and complementarity to the work.

Performance-related questions
<p>Do the national tripartite constituents work within national priorities?</p> <p>Do national tripartite constituents support the EIIP and are responsible for delivering outcomes as given in the DWCP (where it exists)?</p> <p>Does the EIIP address capacity gaps and open entry points for tripartite constituents?</p> <p>Does ILO and implementing partners benefit ultimate target groups?</p> <p>What capacity building might be needed to get tripartite partners more attuned to EIIP techniques and institutions?</p>

TOR item f): Contributions to goals and frameworks and national priorities

ILO's contribution to international development goals and frameworks including millennium development goals and the national PRSPs will also be considered.

Performance-related questions

How well does the programme work with the priorities of aid instruments and other UN agencies in-country?

Has ILO positioned itself on the basis of its comparative advantage in relation to other work nationally, regionally and globally?

Specifically, what is the relationship with PRSPs?

How does EIIP fit within DWCPs, and then within UNDAFs?

Who promotes EIIP with national/international instruments (Geneva, country office, EIIP staff)?

Synergies etc between EIIP and other UN/IFI agency programmes?

TOR item g) Gender and social inclusion

Cross cutting issues of gender and social inclusion will also be taken into account in the evaluation.

Performance-related questions

What steps are taken to ensure that women and the usually socially excluded groups are involved in the EIIP?

What capacity building may be needed to ensure that gender and social inclusion issues are addressed?

What role can the tripartite partners take to ensure the groups are properly included?

What does the evidence on outcomes show re: women and excluded groups?

Are the traditional roles of labour properly understood vis a vis gender and social exclusion?

What are the gaps to fill regarding more effective role of socially excluded groups?

