

Evaluating the International Labor Organization's (ILO's) Five-Year Country Program in Indonesia

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International Labor Organization (ILO)

- Part of the United Nations (UN) system
- One of 19 specialized UN agencies
- “...the tripartite UN agency that brings together governments, employers, and workers of its member states in common action to promote decent work throughout the world”
- Headquarters in Geneva, Switzerland
- 26 country offices around the world
- Including one in Jakarta, Indonesia

Republic of Indonesia

- Wonderful country, culture, and people
- Moderate Islam
- Emerging from 40 years of dictatorship
- Many exciting developments, potential for more
- But also ...

Development Challenges in Indonesia

- Size: 230,000,000 people on 6,000 islands
- Poverty: $\frac{1}{2}$ population lives on $< \$2/\text{day}$
- Unemployment: Especially among youth
- Corruption: Improving, but still 126/180
- Poor education: 58% youth not at minimum
- Disasters: Aceh tsunami, Yogyakarta earthquake
- Cultural barriers to women's full participation
- Labor unions banned until 11 years ago
- Huge decentralization of authority

Decent Work Country Program (DWCP)

- Written plan for 2006-2009
- A conceptual level above development *projects*
- “National and international resources are mobilised in support of a coherent *programme*....”
- Three priorities in ILO-Jakarta’s DWCP:
 1. Stopping exploitation at work
 2. Employment creation, especially for youth
 3. Social dialogue
- 7 outcomes, 13 performance indicators, 22 targets

Our Evaluation of the DWCP

- 8 main issue areas (country context, role & relevance, tripartism & partnership, priorities & strategies, resources, implementation, results, M&E)
- 3-person team: Craig Russon, Leya Cattleya, MH
- 7 working days on site prior to preliminary briefing
- 10 months before final report due
- Reported yesterday to the ILO Governing Body in Geneva
- Very well-received: “a model for other evaluations”
- www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_116334.pdf

Overall Conclusions

- Very challenging environment for “decent work”
- In spite of this, ILO has done well:
 - 18 conventions ratified
 - Solid reputation for policy advice on labor issues
 - Attracted \$70M from 17 donors for 40 projects
 - 4 perspectives on results converge to be positive
- However:
 - Not due to the DWCP; still a collection of projects
 - Several other issues, for both Jakarta and Geneva

Many Interesting Evaluation Aspects

- Substantive
- Political
- Ethical
- Methodological – 14 suggestions to consider about:
 - Interviews
 - Document reviews
 - “Secondary analysis” of data, documents
 - Site visit

Suggestions About Interviews

- Create a menu of “all possible” questions of interest. Ours ran 5 pages, with scores of questions.

- Do the priorities, outcomes, and indicators fit together appropriately?
- For each indicator, are there a baseline, a target, and biennial milestones?
- Are these desired outcomes, indicators, and targets set appropriate levels?
- Are the desired outcomes and indicators established in gender-responsive terms?
- Do any desired outcomes build the capacities of employer and worker organizations?
- Are key partners and constituents actively involved in focusing on these desired changes?

Given these specific priorities, have the DWCP designers and managers developed a feasible STRATEGY to achieve each priority?

- Is there a clear, fully described strategy for each priority?
- Which tools (advocacy, technical assistance, capacity building, services, strategic partnerships, direct demonstration projects, research) does each strategy employ? Is this an effective mix?
- *[What's the proper role for the media here?]*
- Do existing project activities interconnect with and support each DWCP strategy?
- *[Are they funding the right number of TC projects?]*
- *[How did the “retrofitting” of existing projects into a DWCP go? Why?]*
- Is sustainability built into each strategy? How?
- Is there a logic model (graphic or tabular) depicting each strategy?
- Has each strategy/logic model been tested for its feasibility? In what ways?
- Have the critical assumptions of each strategy been identified and accepted as reasonable?
- Are key partners and constituents actively involved in designing these strategies?
- Have two implementation plans (one public, one not) been developed? Are these plans sufficient?

Do these design and implementation plans sufficiently reflect the ILO PRINCIPLES?

- “Five common principles of action: (1) supports fair globalization, (2) contributes to poverty reduction, (3) advocates gender equity, (4) promotes and respects international labour standards, and (5) involves constituents in social dialogue, where appropriate tripartite dialogue”
- Do these plans allow for effective collaboration with all partners and constituents at each step?

Are the DWCP managers mobilizing sufficient RESOURCES to implement each strategy?

- What financial and human resources are required? Are they sufficiently available?
- Have resources been obtained from different sources?
- Is there a local resource mobilization strategy?
- Have strategic partnerships been encouraged, thereby leveraging resources?
- *[How go the Joint Programs in Aceh?]*
- Does the ILO have sufficient resources, of all kinds, for these various strategies?
- Are at least 40% of regular budget technical and regional program expenditures, and at least 70% of total extrabudgetary expenditures devoted to these strategies?
- *[Are they attracting the right amount of extrabudgetary TC funds?]*

- From this menu, tailor a discussion guide for each type of interviewee. We created 8 different ones.

Issues to Explore with APINDO, Unions
13 March 2009

1. Your relationship/work with ILO?

Focus/Priorities

2. ILO working on issues most important to you?
3. ILO's work support Medium-Term Development Plan?
4. Size of ILO portfolio?

Strategies

5. What "change tools/techniques" ILO uses?
6. How well ILO implements projects/activities?

Collaboration

7. How involved with ILO efforts? When? Enough?

Resources

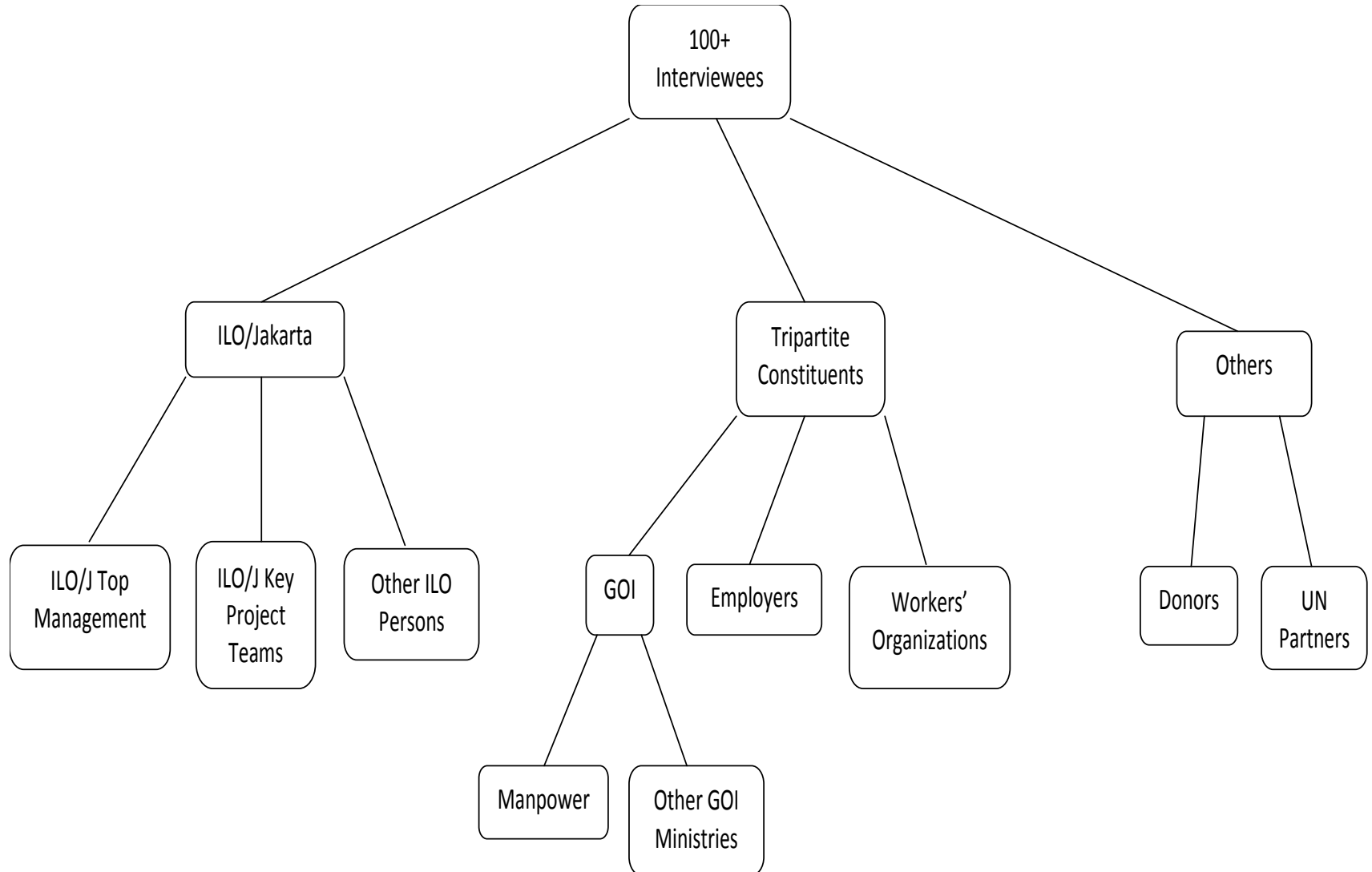
8. Quality of ILO/Jakarta staff?

Results

9. Compared to others working on labor issues, how rate ILO's *effectiveness*?
10. ILO helped build capacity in your group?

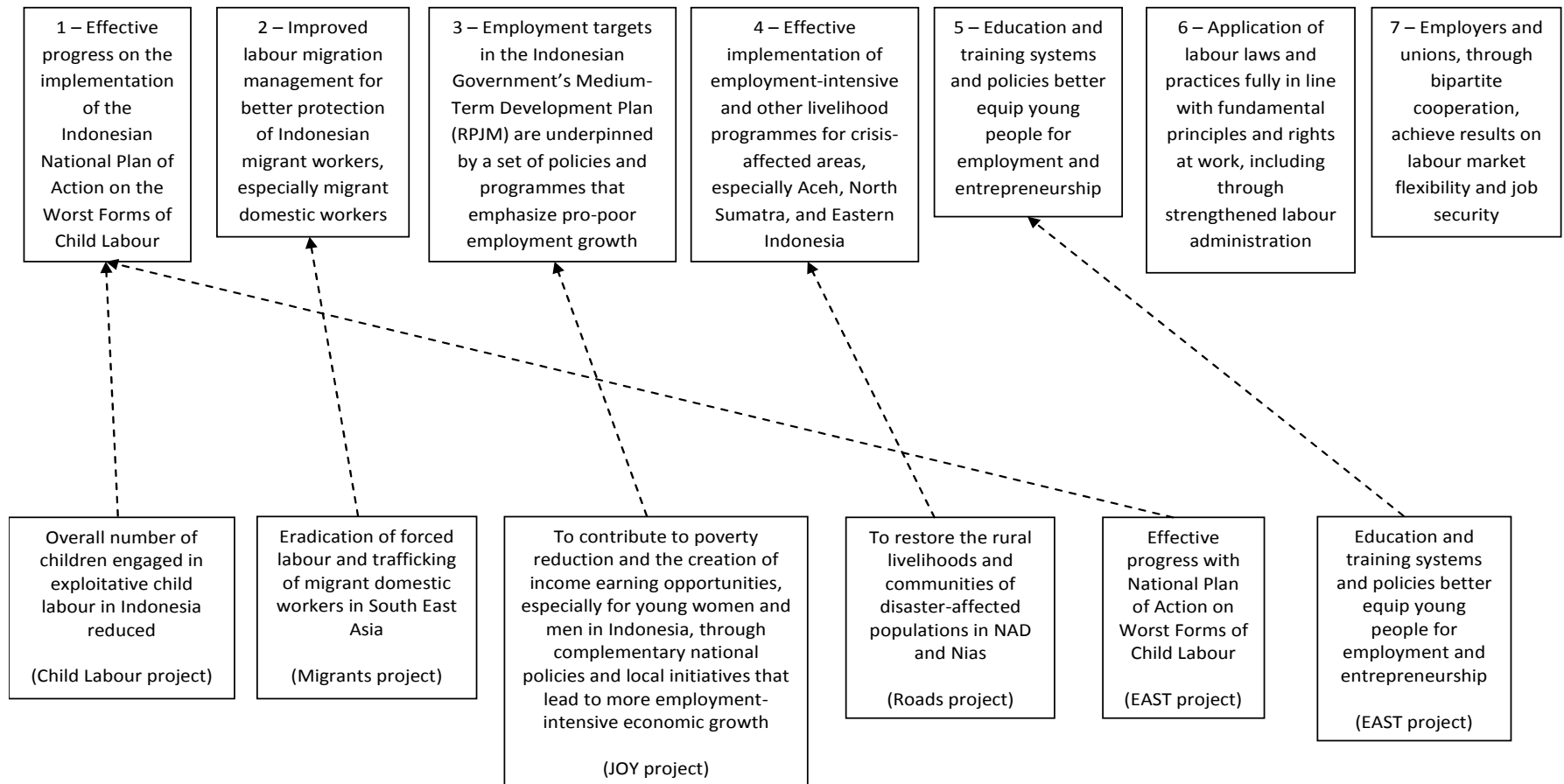
- Locate and interview some sources who are not pre-arranged. We found 2-3, and they were very helpful.
- For larger groups, consider the use of anonymous ratings sheets/questionnaires. We didn't do this, but maybe we could have.

- Choose carefully your level of analysis



Suggestions About Document Reviews

- Analyze and display the program's own documents



- But also combine these with outside documents

2005 HDI Index (From Most Developed to Least Developed)	ILO Presence (Initials indicate key ILO projects)		2005 Census (From Most Populous to Least Populous)	ILO Presence (Initials indicate key ILO projects)
DKI Jakarta	CL, M		West Java	CL, M
North Sulawesi			East Java	CL, JOY, M
Riau	M		Central Java	M
D.I. Yogyakarta	M		North Sumatra	CL, R, M
Central Kalimantan			Banten	M
East Kalimantan			DKI Jakarta	CL, M
Riau Islands			South Sulawesi	E
North Sumatra	CL, R, M		Lampung	CL, M
West Sumatra			South Sumatra	
Bengkulu			Riau	M
Jambi	M		West Sumatra	
Bangka Belitung Islands			East Nusa Tenggara	E
South Sumatra			West Nusa Tenggara	M
West Java	CL, M		West Kalimantan	
Central Java	M		Aceh	E, R, M
Bali			Bali	
Maluku	E		D.I. Yogyakarta	M
Aceh	E, R, M		South Kalimantan	
Lampung	CL, M		East Kalimantan	
Banten	M		Jambi	M
Central Sulawesi			Central Sulawesi	
East Java	CL, JOY, M		North Sulawesi	
South Sulawesi	E		South East Sulawesi	
South East Sulawesi			Central Kalimantan	
Gorontalo			Papua	E, JOY
South Kalimantan			Bengkulu	
North Maluku			Riau Islands	
West Kalimantan			Maluku	E
West Sulawesi			Bangka Belitung Islands	
West Papua	E		West Sulawesi	
East Nusa Tenggara	E		Gorontalo	
West Nusa Tenggara	M		North Maluku	
Papua	E, JOY		West Papua	E

- Sometimes use outside documents all by themselves

Project Name	Type of Report (mid-term, final)	Date	Summary of results
Local Economic Recovery: Rebuilding Livelihoods & Employment Opportunities, Banda Aceh (Indonesia) (INS/05/M07/FIN)	Mid-term	2006	The project has been effective and achieved successful outcomes at different levels, although it has failed to address effectively the gender issue.
Mobilizing Action on the Protection of Domestic Workers from Forced Labour and Trafficking (RAS/03/52M/UKM)	Final	2006	The project is considered very successful, with some limitations regarding problem formulation and sustainability.
ILO Declaration Project On Promoting And Realizing Fundamental Principles And Rights At Work To The Indonesian National Police (INS/03/P15/USA)	Final	2006	The project objective has been partly met.
Youth Employment in Indonesia: Policy & Action (INS/04/50M/NET)	Final	2006	Generally the project achieved successful outcomes, with some weakness regarding problem analysis.
ILO Project Combating Forced Labour and Trafficking of Indonesian Migrant Workers (INS/06/M10/NOR)	Mid-term	2007	The project seemed to have made a sound support to Government efforts towards labour migration issues.
ILO Project Combating Forced Labour and Trafficking of Indonesian Migrant Workers (INS/06/M10/NOR)	Final	2008	Planned project objectives have been achieved and the overall position of migrant workers has been strengthened, with some weakness regarding data and information gathering and reporting.
Papua Indigenous Peoples Empowerment (PIPE) Project: Reducing Poverty and Strengthening Peace and Development Mechanisms involving Indigenous Peoples in Papua and West Papua – Indonesia (INS/04/M01/HSF)	Final	2008	Broadly, it has been successful, although with a few limitations.
Combating the Worst Forms of Child Labour in Indonesia. Supporting the Time Bound Programme for the Elimination of the Worst Forms of Child Labour in Indonesia (INS/05/P50/USA)	Final	2008	The project has been successful in many respects. 1.

- Think outside the box. We analyzed ILO/Jakarta's press releases for the past several years in order to see what the office viewed as important.
- Sometimes, do NOT use a document, no matter how tempting. We didn't use a pilot assessment of constituents' perceptions, even though it supported some of our findings, because we didn't trust its methodology.

Suggestions About “Secondary Analysis”

- Manipulate existing data in new ways

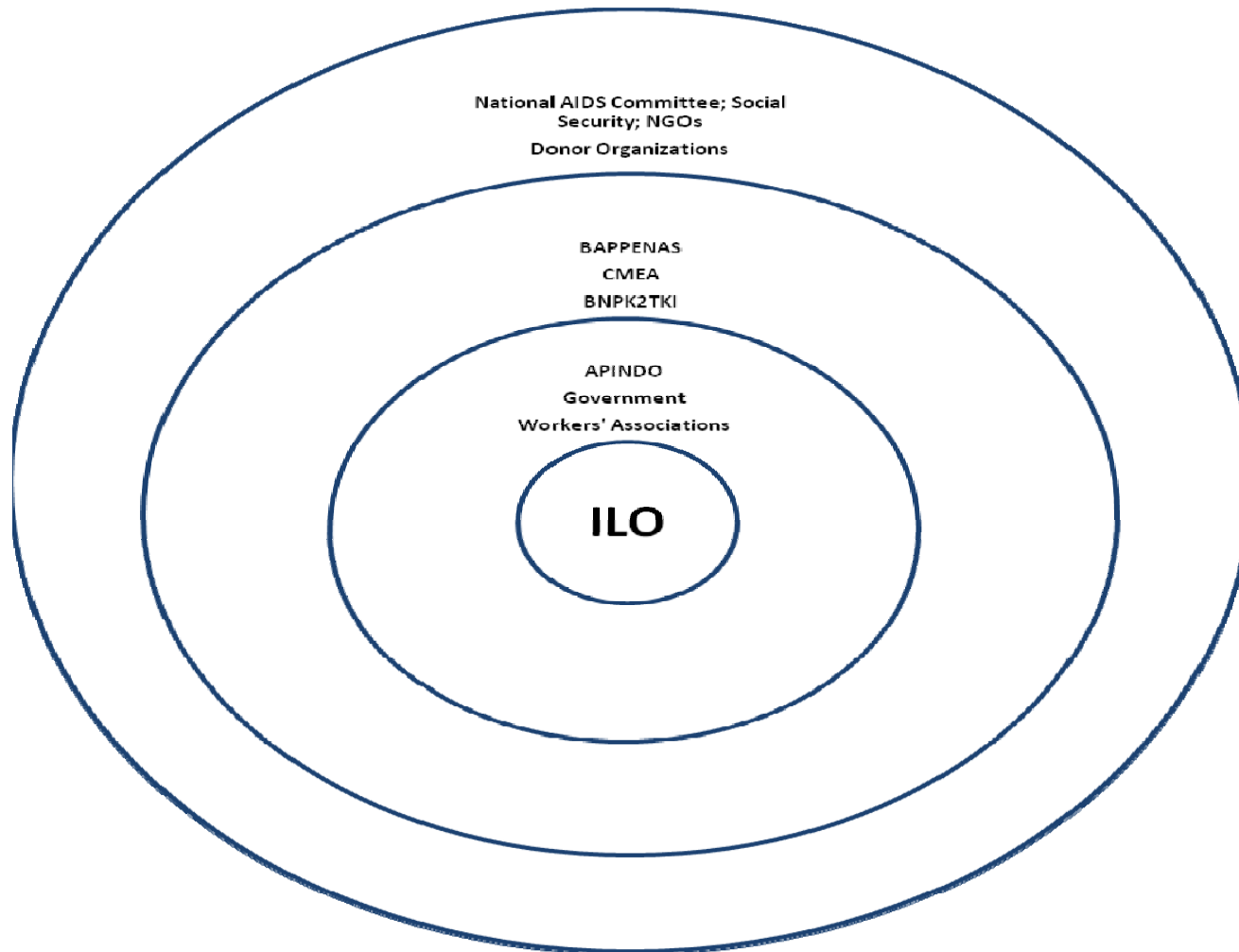
DWCP Outcomes and Priorities	TC Projects (Multi-bilateral)			RBTC (2006-2009)			RBSA (2008-2009)			GRAND TOTAL	
	# projects	\$	% of total \$	# projects	\$	% of total \$	# projects	\$	% of total \$	\$	% of total \$
Outcome #1 (IDN 101)	5	16,732,892	24%	1	48,500	12%				16,781,392	24%
Outcome #2 (IDN 102)	4	4,084,725	6%	1	30,500	7%				4,115,225	6%
Priority A subtotal (IDN 100)	9	20,817,617	30%	2	79,000	19%				20,896,617	29%
Outcome #3 (IDN 126)	1	6,892,385	10%	1	65,100	16%				6,957,485	10%
Outcome #4 (IDN 127)	25	24,708,089	35%	1	39,300	10%	1	45,000	18%	24,792,389	35%
Outcome #5 (IDN 128)	3	14,357,050	20%	1	120,500	29%				14,477,550	20%
Priority B subtotal (IDN 125)	29	45,957,524	65%	3	224,900	55%	1	45,000	18%	46,227,424	65%
Outcome #6 (IDN 151)	1	448,206	1%	1	55,500	14%				503,706	1%
Outcome #7 (IDN 152)	1	1,283,020	2%	1	19,000	5%				1,302,020	2%
Priority C subtotal (IDN 150)	2	1,731,226	2%	2	74,500	18%				1,805,726	3%
Other topic areas Gender, Green Jobs, Social Security, HIV/AIDS	3	1,841,439	3%	6	31,000	8%	1	200,000	82%	2,072,439	3%
TOTAL	43	70,347,806	100%	13	409,400	100%	2	245,000	100%	71,002,206	100%
Grand total by fund USD 71,002,206		70,347,806	99.078%		409,400	0.577%		245,000	0.345%		

• Request and use data not previously compiled

Data Necessary to Monitor and Evaluate Progress on the 13 DWCP Indicators

1. Incidence of child labour
2. Incidence of worst forms of child labour
3. Number of “new” districts that have designed and implemented new initiatives to withdraw or prevent girls and boys from the worst forms of child labour
4. Number of provinces where local governments and relevant stakeholders have implemented new migrant worker protection programmes, sensitive to the needs and conditions of women migrant workers
5. Indications that the new National Agency for Placement and Protection of Migrant Workers is fully operational according to Presidential Instruction 6/2006
6. Number of cross-border trade union networks between the trade unions in Indonesia and the destination countries that have been established to address the labour rights of Indonesian migrant workers
7. Number of para-legal, pre-departure, and helpdesk services that are available through trade unions and other organizations
8. Number of consular officials and labour attaches that have been trained to provide appropriate services on protecting migrant workers and internal
9. Indications that these consular officials and labour attaches have improved their performance
10. Number of sectoral or regional policies that make explicit reference to employment promotion and decent work
11. Indications that Decent Work indicators are consistently being used in policy formulation and monitoring
12. Indications that PNPM publicly recognizes ILO’s contribution to its policy development and training materials
13. Number of district governments that have integrated the ILO tools and methodologies in the rural (infrastructure development programmes
14. Number of pilot LED initiatives that have been developed, implemented, and replicated in North Sumatra, East Java, and Papua in collaboration with at least two UN agencies
15. Indications that the Ministry of National Education and the Ministry of Manpower have adopted the “Careers Guideline” to provide career counselling to young people, developed with ILO assistance over 2005-06
16. Number of local governments that have implemented the “Careers Guideline” mentioned above
17. Number of entrepreneurship development products that have been adopted and implemented in government educational institutions
18. Number of government educational institutions that have adopted and implemented these entrepreneurship development products
19. Number of BLKs that are implementing CBT as a result of ILO assistance
20. Number of CBT-based instructor trainings that have started with ILO involvement
21. Number and percentage of implementing regulations for the labour law that have been drafted and adopted
22. Number of registered IR disputes reaching the Labour Court system
23. Number of dispute settlement institutions that are operationalized by trained personnel and that make decisions justly, with specific reference to ILO core conventions
24. Indications that integrated employment services and modern labour inspection systems have been developed in line with ILO recommendations
25. Percentage increase in membership in employers’ and workers’ organizations at the provincial and district levels
26. Number of employers’ and workers’ organizations at the provincial and district levels that have developed resources and workplans for service expansion
27. Indications that a consensus exists on labour market flexibility and job security improvements through regulations and tripartite agreement

- Present data in new formats, to capture attention



Suggestion About Site Visits

- Decide this for yourself
 - Think carefully about the costs, benefits
 - Ours took 6 of 21 working days (29%)
 - Would have taken 9 of 21 working days (43%)
 - Balance political need with data needs
 - Resist “development tourism”

How Can We Consistently Achieve....

- A well-constituted evaluation team?
- More team planning in advance (home, on-site)?
- Less reliance on interviews as a method?
- Time for reflection, revisions during field work?
- Sufficient days on site (7 working days for 5 years)?
- Explicit standards for success?
- Capability to float, revise recommendations?